December, 1954

The American School Board Journal



A PERIODICAL OF SCHOOL ADMINISTRATION

In This Issue:

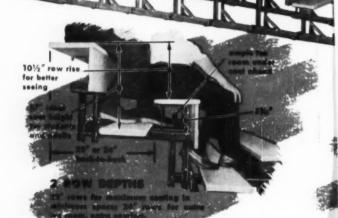
- ★ Schools, H-Bombs and Civil Defense Ridgway
- * The School Board's Search for Competent Teachers Maul
- * Financing Adult Education Kempfer
- ★ Tenure Rights of a Dismissed Superintendent Roach

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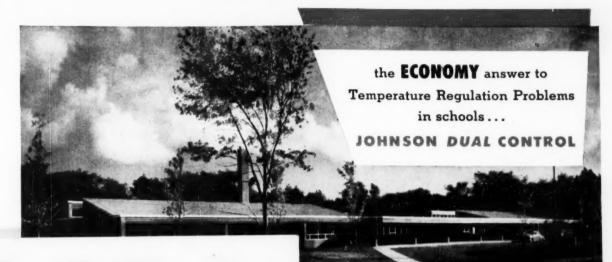
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tures. In a busy school, fuel savings are tremendous, yet there is comfort unlimited!

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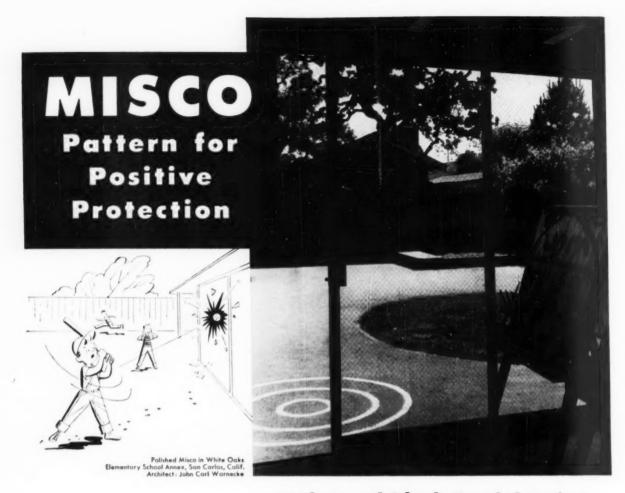
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TITLE PAGE AND INDEX

A Title Page and Index to Volume 129, July to December, 1954, has been prepared. A post card addressed to Bruce-Milwaukee, P. O. Box 2068, Milwaukee 1, Wis., will bring a copy.

VOL. 129

NO. 6

December 1954

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THE AMERICAN School Board Journal A Periodical of School Administration

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Work Conference Discusses National Shortages

The Second Nationwide Work Conference for School Board Association leaders, at St. Paul, Minn., October 29, 30, and 31, devoted its entire time to the discussion of problems related to teacher and school building shortages. The general topics were introduced by an address on "Teacher Shortages," by Dr. Ray C. Maul, Assistant Director of Research of the NEA. Washington, D. C., and a discussion of "The School Building Shortage," by Dr. Ray L. Hamon, Chief of the Schoolhousing Division, U. S. Office of Education. The overall problems of the public schools in the United States were presented by U. S. Commissioner Samuel M. Brownell, who outlined the plan and purpose of the State and White House Conferences on Education, to be held during the month of December, 1954, and the early months of 1955. The final summary and a national conference, to be held in Washington, D. C., is tentatively planned for November, 1955. The study conference brought together

more than one hundred leaders of state and local school board associations and specialists in the fields of schoolhouse planning and teacher education.

The real work of the conference was carried on by eight groups, each headed by a state school board association officer, assisted by a professional consultant. The groups took up respectively the following topics:

1. Stimulating the recruitment of teach-

Improving teacher morale and teacher prestige

3. School district reorganization as a means of relieving teacher shortage
4. The improvement of teachers' sala-

ries, pensions, and certification standards
5. The stimulation of better functional, serviceable, and economical schoolhouse planning and construction

6. The encouragement of sound school building rehabilitation

7. The improvement of school building codes for greater flexibility

8. The improvement of school financing on state and local levels for constructing school buildings.

The entire study conference was distinctly a meeting of school board members for the improvement of conditions through greater efficiency of the state associations. A detailed report of the conference will be made in the January, 1955, issue of the JOURNAL, prepared by Secretary Edward M. Tuttle, Executive Secretary of the National School Boards Association. A complete report will be made available in printed form early in 1955.

The National School Boards Association will hold its 1955 convention in St. Louis, Mo., February 24–26. At St. Paul the directors and the executive committee began detailed plans for the convention, under the leadership of President J. G. Stratton and Secretary Edward M. Tuttle.

Recent Judicial Opinion XXIII -

TENURE RIGHTS OF A DISMISSED SUPERINTENDENT OF SCHOOLS

STEPHEN F. ROACH, Ph.D.

Managing Editor, Eastern School Law Review Vice-Principal, J. J. Ferris High School Jersey City 2, N. J.

It has been said that probably no school board responsibility is of greater importance than the one of appointing a superintendent to administer the schools. Carelessness in the performance of this function may do untold harm to a school system.

But should there arise irreparable breaches in the full and mutual confidence that must exist between a board and its superintendent—and such breaches may arise from personal or professional maladjustments, as well as from issues of policy—the board is faced with a responsibility of no less importance. This involves the removal from office of an incumbent superintendent.

As distasteful as such a task may be, it will be required by the realities of a situa-

tion. A recent decision¹ relating to such a removal from office, was handed down in the Rhode Island Supreme Court.

THE FACTS AND ISSUE

On May 8, 1952, the Middletown, R. I., school committee voted to dismiss the incumbent superintendent of schools at the end of the then current school year. On the same date, written notice to that effect was mailed to the superintendent—who had been employed as such since 1946. The notice set forth as the causes for dismissal his "failure to co-operate" with the committee, and that

Urish et al. v. Collins et al.; cited as 107 A.2d 455 in the National Reporter System.

it was the committee's opinion that "higher standards in the administration of the schools" could be achieved with someone else as superintendent.

At the superintendent's request, public hearings were held, as a result of which the committee, on August 4, formally resolved to dismiss the incumbent as superintendent, as of August 11, 1952.

On the ground that he was an "aggrieved" person (under the provisions of the existing teacher tenure act), the dismissed superintendent appealed to the State Commissioner of Education who reversed the committee's dismissal action. In turn, the State Board of Education sustained the Commissioner's reversal.

The school committee then appealed to the supreme court on the grounds that the position of superintendent was not covered under the teacher tenure act, and that both the Commissioner and the State Board were wholly without jurisdiction when the superintendent appealed "as a person aggrieved" under such tenure act.

(Continued on page 8)



Fenestra Acoustical-Structural Ceiling in Converse County High School, Douglas, Wyoming. Architect: Hitchcock & Hitchcock, Laramie, Wyoming. Contractor: Spiegelburg Lumber & Building Company, Douglas, Wyoming.

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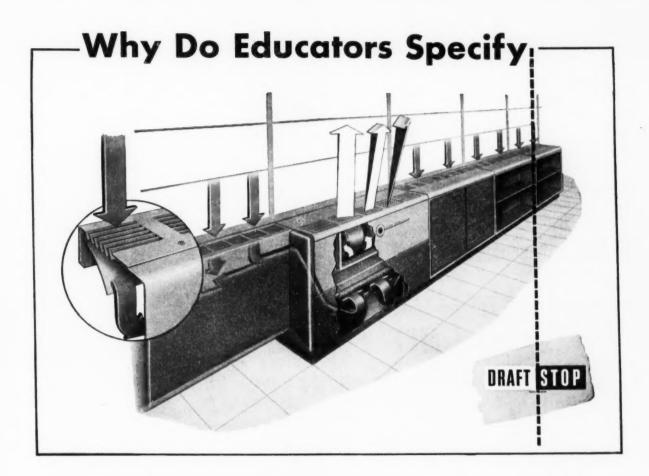
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DRAFT STOP does more than just heat and ventilate. It compensates for the heat gain from students, lights and sun—provides controlled classroom cooling by introducing quantities of outdoor air in such a way as to avoid drafts. With DRAFT STOP, you're assured sufficient cooling capacity to combat classroom overheating.

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The DRAFT STOP Unit Ventilator is designed for fast, economical installation on the job. The method of draft elimination employed makes for other logical and important economies. With DRAFT STOP there is no costly supplementary radiation to buy or install. And, because DRAFT STOP permits heating to individual room requirements, important fuel savings result with every day of operation.



System of Classroom Heating, Ventilating and Cooling

TENURE RIGHTS

(Continued from page 5)

The primary question at issue was whether a superintendent of schools, as such, was covered by the provisions of the Rhode Island teacher tenure act. Of equal importance to school board members, though it was not a specific issue in this case, would be the court's views on the legal status of the superintendent in the situation outlined.

FINDINGS OF THE COURT

The court first noted that the decisions of both the State Commissioner and the State Board were predicated upon the theory and claim that the superintendent had been an "aggrieved person" under the provisions of the teacher tenure act. It then commented that while the wording of the first section of the act might suggest that a superintendent, as such, was to be included,² the intent "must be determined not from one section thereof but from the whole act." Such a determination, the opinion held, would establish that superintendents were not included by express terms, nor by necessary implication—since the act was intended to apply only to persons engaged in providing "teaching service."

engaged in providing "teaching service."

"In any event," the opinion continued, "he [the incumbent] is claiming rights not as one actually teaching or in . . . service as a teacher in the ordinary acceptation of those terms but only in his capacity as a superintendent."

After noting that in other Rhode Island statutes, the term "teacher," as defined, did not automatically include a superintendent,

This section read: "The term teacher as used in this section shall be deemed to mean every person for whose position a certificate issued by the state department of education is required by law." the opinion said: "Where it is intended to include superintendents it is done by express language."

"A superintendent in this state is not a teacher in the ordinary usage of that term... [since the] duties are not similar. As defined in . . . [existing statutes] he is 'the chief administrative agent of the school committee.' As such he would not come within the provisions of the teacher tenure act unless that legislative intent is clearly and expressly stated therein. . . .

"It is a cardinal principle of the law of construction of statutes that courts do not ordinarily broaden the language of a statute by judicial interpretation unless such interpretation is necessary to carry into effect its clear intendment. . . .

"Clearly the legislature knew how to include a superintendent within the meaning of 'teacher' when such result was intended. . . . It is a reasonable conclusion therefore that such a failure to include . . . was intentional and not accidental."

In the latter connection the court commented that such intentional "failure to include" might well have been because of the great differences in the duties and functions of teachers and superintendents. Also, it was pointed out, the fact that both were required to hold certificates was not controlling here, since: (1) the certificates were not identical; (2) the certificates were not intended to cover the same teaching activities; and (3) the qualifications and requirements therefore were essentially different.

Turning then to the matter of tenure, the court concluded that existing Rhode Island statutes made it evident that superintendents, as such, did not have a guaranteed tenure. This was so, the opinion held, in view of: (1) the statutory provisions requiring the annual election of superintendents by the school committees in towns which "united" to employ a superintendent; and (2) the apparent effectiveness — as indicated by the continued acceptance (by the school committees concerned, and by the State Commissioner) — of these provisions which thus excluded a superintendent from tenure.

Therewith the court concluded that the superintendent was not entitled, as superintendent, to tenure under the teacher tenure act. He therefore could not be considered as a person "aggrieved"—under the provisions of the act—by the decision of the school committee to dispense with his services. It followed that neither the commissioner nor the board had any jurisdiction under the act to hear or decide his appeal from the decision of the school committee.

SIGNIFICANCE OF THE CASE

In terms of the narrow issue posed in this case it would appear that the following judicial principles were formulated, or reaffirmed.

First. In Rhode Island statutes, the term "teacher" will not automatically include a superintendent, in the absence of express language to that effect.

Second. In the absence of clearly expressed legislative intent to the contrary, a superintendent is not a "teacher"—in the ordinary usage of that term—in view of the dissimilarity in: (a) his respective duties and functions; (b) the certificates required of both; and (c) the certification qualifications and requirements.

(Concluded on page 68)

MEET SCHOOL EYE TEST NEEDS

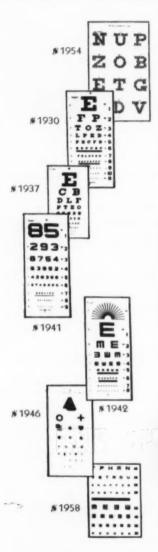
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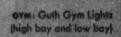


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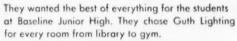


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CLASSROOMS: GuthLite, Jr.



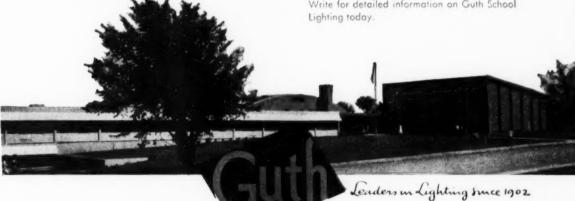


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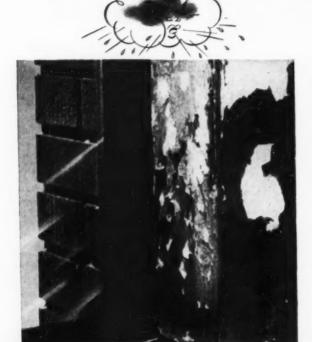
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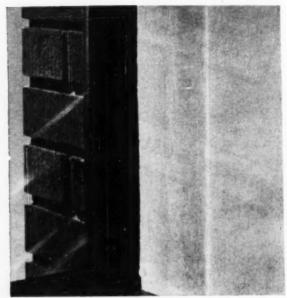
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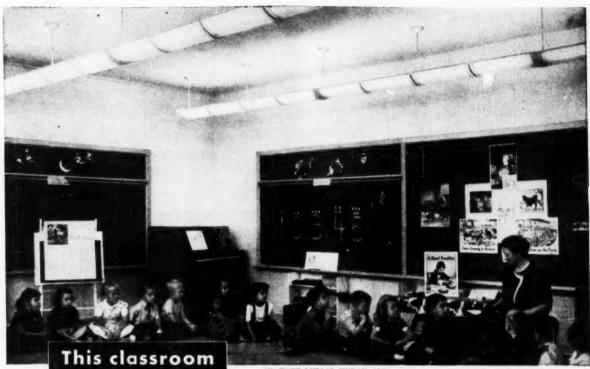
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desired grouping.

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Consolidate Gains -

The Public Schools' Next Task

LEO W. JENKINS Dean, East Carolina College Greenville, N. C.

During World War II communiques often announced that our troops had advanced to certain cities and were consolidating their position. This in military language occasionally meant that the commander found himself in a situation where he needed time for re-examination and reevaluation. American public education during recent years has on many occasions arrived at positions where such a pause for reflection or consolidation of position was needed, yet such action was not taken; but instead the drives continued in divergent directions with little evident convergence toward common goals. Such a policy, of course, in the military would prove disastrous. It is quite possible that similar results may be occurring in public education. There is nothing basically wrong with either our children or their teachers. But many people honestly feel that a nationwide public school evaluation would be quite reassuring in view of the prevalent attacks on modern education. Perhaps the time has come for all educators in America to stop for a while, a year or so perhaps - and consolidate their position.

The past fifty years has seen a mad rush down many avenues with various fads, innovations, and emphases taking the stage for short durations, only to be discredited, accepted, or merely tolerated. The present attention in public education today, for instance, is on the growth of the physical

plant. Board members, administrators, and teachers talk about their schools in terms of new facilities or the amount of money being spent on expansion programs. School systems in neighboring towns are compared in terms of cafeterias, gymnasiums, auditoriums, and other physical facilities.

To be sure there are a few unpopular voices in the wilderness asking about the products of our schools but such voices are often lost in obstructionism. The sound of these voices is gaining and cannot for long be ignored. There are groups appearing that are daring to question the efficacy of new school bond issues without having the scorn and indignation of society fall on their heads. It seems evident that the time is far overdue for those directly responsible for public education to pause and evaluate - pause and give an account to society regarding its present position and probable future direction - pause and declare a brief moratorium on these new innovations, new fads, new courses, new stunts - pause and take inventory. In effect, pause and consolidate its position.

Danger Signals

Many teachers, parents, and students would also welcome this consolidation. Why should this be done now? The answer shows on many barometers; danger signals are being hoisted in several communities.

Spontaneous public reaction is appearing and organized antipublic school elements have already pounced in full force on school systems throughout the nation. Oratorical trickery and clichés regarding the infallibility of public education are wearing a little thin. Before indulging in blanket criticism sight must not be lost of the fact that during the past few decades this great institution has tried to digest, often without understanding, literally hundreds of modifications, variations, courses, fads, methods of organization, new tasks, and innumerable types of curricula. In the curricular area alone the schools now boast of more than forty types, the majority of which were unknown in the nineteenth century. Those of us who are PTA'ers are familiar with the correlated, didactic, enriched, core, community centered, college preparatory, fused, intensive, child centered, classical, traditional, and some twenty to thirty other types of curricula. I use the word familiar in its broadest meaning-it might be better to say we have been cryptically exposed to enigmatic jargon.

One might wonder why this near topsyturvy growth has been permitted to happen. The answer is quite simple. Time has never been taken to consolidate present positions. Historically the pattern has been for school "A" to introduce a program of, let us say, "Atomic Age Education," the idea coming from a federal agency or a nearby college. Neighboring school "B" of necessity immediately takes notice and feels impelled to act. Two choices are now available; the new program may be ignored and an attempt made to justify the present program with the accompanying risk of being labeled old fashioned, or it can accept "Atomic Age Education." Since time and effort probably

have not been taken to do the former, the easiest route is to initiate the new undertaking, and consequently some new courses duplicating previous or present instructions enter our schools. A few years ago it was "Air Age Education." In some communities this one is still struggling to survive.

Are Administrators Educators?

It would serve no point to cause increased dizziness by relating the numerous testing movements that have become a part of our school life. Overshadowing the entire picture of public education is the great increase in enrollment. Sleepy little school systems have become big businesses with growth in some instances in excess of 100 per cent during the past decade. Administrators have ceased being educators and have become business executives. This has resulted in teachers seeking in vain for direction from traditional sources only to learn that time does not permit such assistance. This is not meant to be a reflection on the ability of such administrators, for they are the first to recognize this unfortunate turn of events.

Who should do this evaluating or this consolidating of position? It is easier to suggest who should not do it. The colleges alone should not do it, neither should the public school officials alone do it; in fact, no one group should assume this great task for it is a responsibility of representatives from all segments in our society, particularly parents, businessmen, farmers, professional groups, labor organizations, churches, and any others anxious to assist. This is especially important for that phase of the study concerned with future objectives. Perhaps such a study should be made by a large foundation assisted by organizations working within the several states. This undertaking could be coordinated on a regional level followed by a national conference. This work should take at least two years during which time schools should give complete emphasis to the study of all aspects of present school programs while postponing new departures regardless of the pressures brought by groups or individuals advocating "new felt needs." This means, in effect, that the curriculum robbers - the peddlers of so-called needed new features in public education - would be obliged to wait for the school to determine whether their wares are genuinely worthy of acceptance. The school personnel should be given opportunity without pressure or criticism to present their briefs and to explain specifically what they are trying to accomplish. This housecleaning or consolidation of position could begin from here. The last phase of the study should be concerned with discovering agreed-upon objectives and methods of operation to be used in obtaining these objectives. This means also that definite procedures for measuring success or failure must be devised.

Striving for Improvement

The aim of this evaluation is not to arrive at a stereotyped pattern that may be called American education, for this would rob public education of its great strength—that of constantly striving for improvement. It should rather place the schools in a position where a strong argument could be given for every segment under attack or challenge. It should also afford the schools an excuse or argument for eliminating questionable practices.

What are some of the problems that are to be studied - to be met under this proposed re-examination? It most certainly means that much thought must be given to the desirability of extending or contracting public education programs both in terms of the offerings and the type of organization. It would mean consideration of the advisability of junior colleges, adult education programs, nursery schools, and kindergartens. The balance between general education, liberal education, and specialized education will also need considerable study. The peculiar problems associated with individual differences and the role of the individual in our society must be studied. A few of the others would be how to finance public education, types of new schools and how many as well as how to train teachers. The highly important area of curriculum construction both in its entity and in its component parts would need be re-examined. Much thought, of course, must be given to the general aims of education.

Now what is the alternative? Should the re-examination not be made, what can educators expect from society? The answer to this is quite obvious. There will be little to anticipate other than new pressures, new

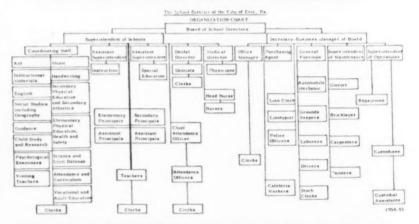
criticisms, more able people leaving the teaching profession, public reaction against new and sorely needed expansion of physical plants, increased teacher shortage, more fads, and most tragic of all, more people being trained and fewer being educated.

The immediate debate, other than that associated with finance or subversive practices, will be over general education versus specialized education. Accompanying this will be more changes in public school programs, more retreats in the face of new demands — more compromising with the resulting watered down course offering.

A Return to Simplicity

American education has been under attack because it has become too complex. It has growing pains and its purpose and structure have changed so fast that those who lead it have become bewildered and in some cases frightened. The philosophies of sweet reasonableness and delightful meddling have become all too prevalent. There is need for courage - courage to return to an original simplicity of purpose and organization of public education so that parents, citizens, and educators themselves may know more about their quickly grown and constantly expanding institution - the public school - so that they may truly discharge the great task entrusted them, the task of creating new men and new citizens who are worthy of membership in this great democracy and capable of discharging their obligations to it. Perhaps a breathing spell to consolidate position will result in the emergence of a genuinely great school system. It seems obvious that the schools' next big task is that of a full scale nationwide re-evaluation and re-

ERIE, PA., REVIEWS SCHOOL ORGANIZATION



Superintendent John M. Hickey has prepared the above new chart outlining the organization and relationships of the administrative, supervisory, teaching, special service, and maintenance staffs.

Washington, D. C.

Financing Adult Education

HOMER KEMPFER, Ed.D. Director, National Home Study Council

Where do we get the money for adult education?"

In times of teacher and building shortages, antiquated tax structures, a conservative trend in governmental spending, and a growing demand by adults for continuous education, this is an acute question.

Three major findings of the National Commission on Adult Education on Finance1 are of direct interest to superintendents and local boards of education:

- 1. The nature of the local adult education program depends heavily upon the source of funds
- 2. Comprehensive programs for adults are most likely to develop where there is considerable state aid for general adult
- 3. Three per cent of a school district's current operating budget can support reasonably comprehensive program of adult education.

This study,2 based upon a stratified sample of all school districts in the United States having 150 or more pupils enrolled. is the most comprehensive investigation of financing public school adult education ever made. Returns from the sample of 981 districts were used to project data reported below.

Funds Control the Program

Money is available. The fact that an estimated 6033 districts (35 per cent) among 17,017 have an adult education shows that such a service is possible. How is it financed?

Six major patterns of support were discovered. (See Table 1.)

Veterans Administration. The most rudimentary kind of adult education was found in programs financed chiefly by veterans' benefits. Such programs included general elementary and secondary education for adults often on a full-day basis and institutional-on-farm and industrialon-the-job training on a part-time basis. Instruction, averaging 177 hours per veteran was continuous throughout the school or calendar year. Schools were reimbursed for the complete cost of these activities for veterans. Most of these districts with VA programs were small and enrolled fewer than 300 adults. Often the veteran program was the only adult education provided. In this total group of schools, VA funds accounted for 88 per cent of the total expenditure

State and Federal Aid for Vocational Schools. Federal aid through the Smith-Hughes and George-Barden Acts is supplemented by state aid which provides vocational education in trade and industrial subjects, agriculture, homemaking, and distributive occupations. Much related apprentice training is aided by federal-andstate funds. Most programs of this type are in communities under 9000 with fewer than 300 adults enrolled. The state-andfederally aided schools offered chiefly, and often solely, courses in the approved vocational fields. Districts depending primarily upon these funds, while numerous, enrolled relatively few adults. While such programs included the 144-hour programs of related apprentice instruction, the average enrollee attended only 84 clock hours per year.

Tuition Payments. Adult schools in this group derived about 70 per cent of their income from fees. In all schools, however. only 8 per cent of the support came from tuition. Fee-supported adult programs are usually in larger communities than those which depend upon federal aid. Fees large enough to provide major support severely reduce participation from lower income groups. Even where no tuition is charged. the cost of instructional materials and transportation averaged \$11.25 per class.

Fee-charging schools offer those courses which are most often demanded by adults able to pay. Literacy instruction, Americanization, civic education, parent education, and similar activities for "those who need it most" often go begging while arts and crafts, recreational activities, and vocational subjects may thrive.

Persistence of attendance has been shown to be higher in fee-courses than where participation is free.3 Payment of fees requires considerable personal interest or motivation: the undecided individuals are screened out and left to develop their interests as best they can. Programs supported largely by fees offer many short courses. Attendance is about 40 hours per year per person. While a few outstanding programs are supported by fees, as a group, districts depending chiefly upon fees spend less money for their programs and serve relatively few adults.

Local Tax Funds. In nearly 800 communities chiefly middle-sized and large adult education was supported primarily by local tax money. Boards of education in these districts contributed nearly three fourths of the total program costs and normally expected the program to be free or nearly so to the participants. In these districts tuition amounted to less than 3 per cent of the total expenditure.

Such districts, while numbering about the same as the tuition-districts, had over six times as much money and served nearly four times as many adults. With such resources, districts can begin to offer a comprehensive and attractive program of adult education. Forums, discussion groups, afternoon and morning classes, workshops and conferences, consultation services for leaders of community groups, adult guidance

³Wright, Grace S., "Persistence of Attendance in Adult Education Classes," U. S. Office of Education Circular No. 353, Oct., 1952.

TABLE 1. Significant Facts About Six Patterns of Financing Adult Education

Primary Source of Funds	Number of School Districts	Number of Adults Enrolled	Percentage of Adults Enrolled	Hours Attended Per Person	Total Expense for Adult Education
1. Veterans Administration	1.920	237,000	1.7%	177	\$22,270,000
2. State and federal aid for vocational					
education	1.307	177,000	2.2%	54.4	6,370,000
3. Tuition fees	761	228,000	2.7%	40	3,220,000
4. Local tax funds	771	781,000	3.6%	45	20,720,000
5. State aid for general adult education	741	834,000	6.3%	42	11,720,000
6. No single source predominate	533	705,000	3.8%	59	14,740,000
Total	6.033	2,962,000			\$79,040,000

¹Appointed in 1953 by the Adult Education Associ Appointed in 1935 by the Adult Education Association and supported by a grant from the Fund for Adult Education, an independent corporation established by the Ford Foundation.

2Financing Adult Education, 124 pages, \$1.25. Adult Education Association, Washington 6, D. C.

services, and informal educational activities for out-of-school youth and the aging were more common in programs which use local tax funds than in those depending on restricted federal funds.

State Aid. State funds for general adult education are provided in over 20 states but in only 10 is this aid a real factor in support. A sizable number of adult programs depends chiefly upon state aid. The study showed clearly that the biggest, and in many ways the best, local programs of adult education typically were located in states which supplied significant aid. State education departments in aided areas usually provide effective consultation services to help local schools develop their programs.

State-aided districts enrolled a distinctly larger proportion of adults than did other districts. In fact, 10 states with considerable aid enrolled nearly three times as high a proportion of their adult population as did the 38 states offering little or no aid -4.6 versus 1.6 per cent. Local programs in aid-states were large because state aid plus the local aid which it stimulated usually provided enough funds to offer an extensive list of activities free or nearly free to participants. Aid-states were spending a total of 91 cents per capita (person over 18) while non-aid-states were spending only 65 cents. A good share of this difference was due to the 30 cents per capita of local aid induced in aid-states compared with a contribution of only 12 cents else-

Schools in aid-states utilized a wider range of educational approaches, had more flexible schedules, and co-operated more with other educational programs in the community than did schools in other states. For instance, more of them had activities scheduled throughout the day at convenient times for certain population groups. More of them provided counseling services, operated public-affairs forums, conducted workshops and short institutes, helped enrich community organizational activities, trained in community leadership, and took leadership in civic improvement programs. They more often offered Americanization and elementary education, highschool subjects, practical arts, fine arts, health and physical education, civic and public affairs education, and special remedial courses. Only in agriculture for adults did the non-aid-states excel and this was largely because such states depend heavily upon federal vocational aid.

Many Sources of Support. Adult programs tended to be large and well rounded in districts which depend upon a variety of sources of support. They enrolled a significant proportion of adults in their communities and had considerable funds to spend on their programs. This pattern of support is usable nearly everywhere and is recommended whether or not state aid is available. The study found, signifi-

cantly, that many districts failed to make use of all available resources particularly the various types of federal aid.

A Minor Expenditure

Adult education represents only a small slice of the school budget - usually less than 2 per cent. It is estimated that over 6000 districts had adult education programs of some type on which expenditures totaled \$79,000,000 in 1952-53. Among these, the typical district enrolled nearly 3 per cent of the adults in the community although 10 per cent of the districts enrolled over 10 per cent of their adults. Two thirds of all adults enrolled were in districts which enrolled more than 5 per cent of their adult population. A number of districts enrolled more adults than they had pupils in high school; a few enrolled more adults than they had children and youth in school. The cost per enrollee decreases as the proportion of adults enrolled increases as is shown in Table 2.

TABLE 2. Cost of Adult Education as a Percent of Total Public School Expenditures in Each District

Per Cent of Adult Population Eurolled	Number of Districts	Per Cent Adult Education Expenditure Is of Total Operating Budget
Under 1%	1,366	1.08%
1 to 2.9%	2,074	1.46
3 to 4.9%	904	1.86
5 to 9.9%	1.090	2.34
10% or more	599	3.40
Total group	6,033	1.83

The annual expenditure per adult enrolled averaged \$26.60 in contrast with \$235 per child. This cost is low because adults attended an average of 59 clock hours per year versus 789 for children. The cost per attendance hour, however, was about 50 per cent greater for adults due to smaller classes and higher administrative overhead. Even so, until many more adults spend a great deal more time in public school programs of adult education than they do now, adult education expenditures will constitute a distinctly minor portion of the educational budget. It has been estimated that a public school can enroll nearly half the adults in its community in educational activities within a five-year period with an expenditure of about 3 per cent of its operating budget. This assumes considerable turnover. The concept of lifelong learning implies continuous education for all. As adult education continues to grow, as it has steadily since World War II, districts may need to allocate a greater portion of their budgets to adult education.

The study did not assemble data regarding the public relations effect of adult education. However, superintendents in systems with good adult programs gener-

ally testify that public support of the total educational program is visibly strengthened when sizable numbers of adults are served directly. Building public support for education should not be a primary purpose of an adult program, but it is a significant by-product well worth the fewcents-per-dollar it requires.

More than a third of the school districts in this study provide some kind of adult education. They support it in a variety of ways. With adults becoming increasingly aware of the need for lifelong learning, no better investment can be made for the support of all public education than for the public schools to satisfy a good share of that need.

HOLDING POWER OF HIGH SCHOOL

In a statement distributed to the teaching staff of the Utica, N. Y., schools and the officers of the parent-teacher association, Supt. R. A. Lopardo calls attention to the fact that in the United States only 412 boys and girls of every 1000 who enter high school complete their courses and are graduated.

their courses and are graduated.

"On the positive side," writes Dr. Lopardo,
"there are many encouraging facts. From 1900
to 1950, the population of the United States
doubled. During this same period, the high
school population multiplied eleven-fold, from
630,000 to nearly 7,000,000. This last figure is
most meaningful when we reflect upon the
fact that there are not that many attending
high school in all the other countries of the
world. We can well be proud of this. The
high school is distinctly an American institution. We are not so happy, however, when
we are reminded that less than one half of
those who begin high school complete it

those who begin high school complete it.

"In our own state, New York, great strides have been taken. During the last half-century the high schools have shown substantial improvement in their holding power. In 1900 only 9 per cent of those beginning high school graduated; in 1938 the figure was 33 per cent: and in 1953 it rose to 55 per cent.

"We must continue to do our utmost to

"We must continue to do our utmost to raise the educational level of our people. As recently as 1948, 75 per cent of Americans 25 years of age or older had not earned a high school diploma; 44 per cent had not attended high school.
"The high schools of Utica have an envi-

"The high schools of Utica have an enviable record as to holding power. For several years 65 per cent of the boys and girls entering the Utica Free Academy and the Thomas R. Proctor High School have graduated. To meet the needs of the individual living in a society as complex as ours we have added many courses. Consequently, we are ready to serve all who come to us regardless of their individual interests and aptitudes.

"In studying the reasons why pupils drop out of high school we have found that irregular attendance is a major cause, that a large number quit school because of the lure of a job (as distinguished from a real need to earn money), that parental attitude is a big factor."

In concluding his statement, Dr. Lopardo urges parents to take a positive and helpful attitude toward their children's schoolwork. The parent's interest is vital and if joined in a co-operative effort with the school can achieve the desired end of training the children for individual and social competence, for becoming well-balanced individuals and constructive citizens.



The high school social studies class assisted the Citizenship Education Council with its poll to determine community reaction to the manner in which Mt. Lebanon schools are being operated.

Children Also Helped -

Use of the Public Poll as an Administrative Device

RALPH D. HORSMAN, Ph.D.

Superintendent of Schools Mount Lebanon Township, Pittsburgh 28, Pa.

The prime responsibility of the local board of school directors is to provide the best educational opportunities possible for the youth it serves. Although not necessarily bound by public reaction, the board usually must follow the dictates of those who place them in office.

Public opinion as it affects individual directors, and in the end, group action, is difficult to measure without some scientifically reliable measures. If the elected representatives have no other criteria for decisions, it is possible that the demands of the minority will be heard beyond their real significance. If the board members have reliable data upon which to base their actions, this minority ceases to be a deterrent to forward action.

Mt. Lebanon Township is a residential suburb of Pittsburgh having a population of approximately 30,000. It is a community of many organizations and activities. The schools are organized on the 6–3–3 plan. There are six elementary schools, one junior high school, and one senior high

school. The total school enrollment is approximately 5600.

The people of this community believe their teachers are doing an above average teaching job, that citizenship training is being provided very well, that some phases of our program are being overemphasized, and that teachers' salaries are inadequate. These are only a few of the things we know our residents are thinking about their educational program.

How do we know these facts? A poll was taken during the 1953-54 school year. It wasn't the difficult job many supposed it to be. Actually it gave us an opportunity to meet and work with community leaders. It brought these persons into our educational program — made them feel a part of us.

In the fall of 1953, at the suggestion of the Citizenship Education Project of Columbia University, a Citizenship Education Council was organized. This was an experiment, and as such, we had no definite plans or procedures. Our aim was to

provide better citizenship training opportunities for secondary school pupils. The Council is composed of representatives of 11 community groups, one member-atlarge, a professor of the School of Education, University of Pittsburgh, and the following school personnel - teacher of high school social studies, the high school principal, the junior high school principal, the assistant superintendent, the superintendent, and one member of the board of school directors. Several meetings were given to discussions on what such a group might do. It was decided that some form of community survey would give social studies classes excellent experiences in citizenship training. However, for administrative purposes, this activity provided an opportunity for us to find out what our community was thinking of our schools.

The Questionnaire

A study of our most pressing needs indicated that we should have community reaction to the problems of class size, instruction, special services, educational costs, activities, and teachers' salaries. We realized that we must give our people the opportunity to express their thoughts and ideas, yet we had to be careful that the



Following through, the young canvassers summarize the questionnaries.

questionnaire did not become so involved that persons would object to taking part in the project.

The problem of determining what is to go into the questionnaire is most important. It must be of reasonable length, organized and assembled for ease in reporting, and written in such a way that its purposes are clearly defined and readily understood. The coverage should be wide enough to be statistically reliable. Each community, depending upon size, population distribution, and other peculiarities, is an individual study and plans must be arranged accordingly. Our Council recommended a distribution of 5000 copies. This number was later changed to 2500 and we received approximately 1600 usable returns. The number and distribution of these returns were considered scientifically adequate by accepted standards of measurement

Our questionnaire included the following preliminary inquiries:

- Do you have children? Children under school age? Children over school age? School enrolled? Have you ever had children in school?
- 2. Do you own your home or live in a rental unit?
- 3. Who is supplying the information?

The main body of the form included the fields of class size, school costs, salaries, instruction, activities, special services, homework, and educational expansion. For general purposes the variations by groupings are not great enough to seriously affect the results. Homework is an example of variation. Those who did not have children were inclined to think there should be more homework — this is readily understandable.

Reasonable Economy Asked

The supplementary comments indicated that economies are expected wherever possible — but not at the expense of instruction. In-school services in the fields of

guidance, remedial reading, psychological testing, and many others received encouraging support. A summation of "comments" reveals that the public is conscious of our ever present need to emphasize respect, manners, responsibility, and moral and spiritual concepts. We are reminded of the concern for teaching the three R's, Americanism, penmanship, and spelling and to insist upon high standards of accomplishment. We should expand our programs in intramural athletics to afford a broader field of participation, encourage worth-while hobby or leisure time programs, and de-emphasize the more highly competitive activities. We are reminded of the need for teacher concern for the individual student, the constant need for improving teacher personnel and keeping standards of instruction high.

The following are the total results of the poll. They are grouped for brevity and not in the original form. Copies are available (from the author) for those wishing to review the original.

Summary of Replies

- Do you have children in school? (Yes 65%) (No 20%) (Children beyond school age 15%)
- 2. Children under school age? (One—66%) (Two—29%) (Three or more—5%)
- Residence in Mt. Lebanon? (One year or less 5%) (One to five years 26%) (More than five years 69%)
- Person supplying information? (Wife 41%) (Husband 20%) (Both 39%)
- As pupil enrollment increases should we continue to maintain our class size of 28 to 30? (Yes — 89%) (No — 8%) (Undecided — 3%)
- 6. Do you favor improving and extending educational services in the following way?
 - a) Establish six weeks summer high school (Yes 63%) (No 32%) (Undecided 5%)

- b) Continue after-school recreational program (Ves 78%) (No 16%) (Undecided 6%)
- c) Continue summer day camp (Yes 82%) (No 13%) (Undecided 5%)
- 7. Indicate your thoughts concerning the services now provided:

	Expand	Continue as at Present		Per cent Undecided
Guidance				
Services	26	5.2	2	20
Psychological				
Testing	19	5.3	6	2.2
Class for Har	rd			
of Hearing	26	51	2	21
Special Educa-				
tion for Slov	V			
Learners	40	43	2	1.5
Remedial				
Reading	3.0	51	2	17
Music				
Instruction	13	65	6	16
Driver				
Education	26	5.5	6	1.5
Elementary				
School				
Cafeteria	28	4.5	7	20
Audio-Visual				
Aids	30	47	3	20

- Do you believe the teaching in the basic academic fields is being done (Poorly 4%) (Average 41%)
 (Above average 55%)
- 9. Do you believe the amount of homework assigned is (Not enough 12%) (About right 65%) (Too much 23%)
- 10. Would you favor offering more subjects of a nonacademic nature? (Ves 34%) (No 62%) (Undecided 40%)
- Would you favor extending the work year for teachers beyond the usual nine months? (Ves 48%) (No 37%)
 (Undecided 15%)
- Do you believe the present teacher salary schedule (\$3,000 to \$5,950) is adequate to attract the better teacher? (Yes 29%) (No 62%) (Undecided 9%)
- If no do you believe salaries should be scaled upward by increasing school cost? (Ves 87%) (No. 13%) (Reduce offering in services Ves 47% No 53%)
- Do you believe our schools are teaching our young people to become good citizens? (Yes 75%) (No 12%) (Undecided 13%)
- Do you favor the establishing of an area (including several school districts) vocational school? (Yes 55%) (No 36%) (Undecided 9%)

The many statements expressing appreciation for having had an opportunity to comment on the educational program are indicative of the need for continued use of this device.

The School Board's Role in the Search for Competent Teachers

RAY C. MAUL

Assistant Director Research Division, National Education Association Washington, D. C.

One of the dramatic features of the American society today is the stern competition for man power. Often overlooked as we scan the newspaper headlines, listen to the radio, and watch television, this aspect of our national life has emerged, since 1950, as a factor with many unforeseen facets. What formerly was a simple problem - of which many of us were unmindful - has reared its dragonlike head to confound most of us as we seek to continue, and to extend, our various activities which comprise the economic, educational, and cultural life of the nation.

What has given rise to this clamor for man power? Has there been any startling change which can be pinpointed? Just how short are we, anyway, in qualified persons to do the necessary things in American life? And where, and how, is this new situation related to the work and responsibility of school boards?

Perhaps I can contribute a bit to the efforts of this National Workshop by trying to portray just what the predicament of the American schools now is. You state school board leaders know best the nature of the problems peculiar to your respective states; a look at the national scene, therefore, may serve as a foundation and enable each of us to delineate his state and local problems in a balanced relation to the whole problem. I undertake this task with the realization, first, that you are already alert to the challenge before you and, second, that in selecting certain aspects of a complex situation, I run the risk of seeming to be unaware of the other facets which flash prominently at certain times and in certain places. It is not easy to select from among the many facts, figures, and philosophies now being tossed about.

The final legal responsibility of every school board for the successful operation of an educational program boils down to this: You must, more than anybody else, see that two elements are available, both in the quantity and the quality required. One of these elements is facilities. This means school plant, equipment, operational services, supplies, and the like. The other element is man power, and in an educational program man power means

competent, qualified teachers.

True, you need administrators, supervisors, and various other specialists, but they are present only to help instruction move forward. Teachers are literally the heart and soul of any efficient educational system - elementary, secondary, and higher. Nothing else, no matter how modern, how scientifically designed, or how lavishly provided, can compensate for the lack of this man teachers. Perhaps your most trying task in the years ahead, therefore, will be to maintain a proper balance between these fiercely competing elements. You are well sensitized to the need to fight for the tax dollar so that it may become an educational dollar; you also must see that your communities, as they expand the physical plant, provide sufficient funds to staff the school with personnel - competent personnel - equal to the task of meeting the educational needs of children.

What are some of the most obvious factors contributing to the

changing scene? Why has the total man-power problem taken on new dimensions? These four changes seem to stand out:

Four Man-power Problems

1. A world-wide struggle of two ideologies is not only at hand; it is daily growing more intense. We, in the West, took up the defense of our way of life with one, and only one, distinct advantage - our superior technology. We are pitifully outnumbered, but through our public school system we have brought all of our youth to a higher level of knowledge, which, in turn, has enabled us to identify and to nurture the superior capacities of more of our people than has been done by any other nation. It is a sobering question, indeed, to ask whether we are ready, willing, and wise enough to continue to support our place as a world leader through the continual strengthening of this educational effort. Surely, no other avenue is open to us. As the nations behind the Iron Curtain build up their technology by a mushrooming educational program, we must move faster just to stay even. Even if those who would destroy us are accomplishing only a part of their boast, they may soon be able to overwhelm us with sheer numbers unless we make even better use of our ability to train better a larger per cent of our population for greater production.

2. A second change in the man-power problem has implications beyond popular realization. It arises from the need for America to maintain a large defensive force - the prior demand of the mil-

itary for our young men.

From the time George Washington bade farewell to his army until 1950 we have presumed our national defense to be sufficient without maintaining a large military establishment. When attacked, we have gone "all out" to win victory and then we have returned to our civilian activities; never have we presumed to keep millions of men under arms. Now -- since 1950 -- the whole picture is changed. Our people, generally, have not yet faced up to what it means to have three million men immobilized, in so far as our peacetime life activities are concerned. The full impact of the new era is not yet grasped, nor understood. How to compensate for this man-power loss is one of the schools' most critical problems, as well as industry's, agriculture's, and the other professions'

3. A third change in our man-power situation arises from the increasing demand, all along the line, for more formal preparation. At every level of productive effort in America above that of the skilled laborer, the need for more formal training is daily receiving greater recognition; the college graduate is demanded today as frequently as was the high school graduate in your and my youth, and the young man and young woman without the high school diploma face almost insurmountable handicaps in the employment world. Nearly everywhere today the young man who expects to climb even a little way up the promotional ladder must have a college education. The once simple task of our educational system - its responsibility to our society - daily becomes more complex as our productivity depends more and more

upon expert, highly trained personnel.

4. A fourth change in the utilization of our man-power, one whose impact falls most heavily upon the teaching profession, is the expansion and diversification of employment opportunities for women. Many of you can remember when teaching was about the only "respectable" employment outlet for educated women. Now women have infiltrated (to make neat use of that word) not only many of the professions, but much of our business and industrial world as well. Surely, this liberalizing movement, both for single and for married women, is consonant with the times, but it certainly has stripped the classroom of many fine teachers. Doubtless this changing concept is here to stay; more and more we will measure our total man-power resources in terms of both sexes, but meanwhile teaching must forego the priorities on women's services which it enjoyed. And the impact of this factor is the more embarrassing to teaching because of the summary withdrawal, for at least two years of military service of the young men who would ordinarily be at the point of considering teaching as a profession.

Elementary School Problem

These four aspects of the changing scene are not just transitory influences. You may think of others, but surely we must reckon with each of these, as we review our current and future manpower problems. Now let us look more specifically at the elementary and secondary school problem.

At this moment the problem of staffing the elementary schools is the most critical. Our personnel requirements in the grade schools to be clearly seen, must be considered in five groups, or categories. Two of these arise to confront us every year. The other three, if once fully met, would not persist with the same force.

First, is annual replacement of those who quit teaching for all reasons. Last year (1953–54) there were some 683,100 elementary school teachers in the classrooms of the nation. In the past, the annual loss has not been less than 10 per cent. Even if we presume that teaching is becoming a more stable profession we must be prepared to replace 60,000 of these teachers each year in the foreseeable future.

Second, is the need to serve larger numbers of children. From 1933 to 1943 the number of children aged 6 to 11, inclusive (who would ordinarily be in Grades I through VI) decreased 1½ million, i.e., from 13¾ million to 12¼ million. During the next eight years—1943-51—the number increased three million, from 12¼ million to 15¼ million. During the next two years—1951-53—the number increased two million. This is an increase of two million children, in just two years, to be taught in just the first six grades.

And we now know, because the children are already born, that the increase from 1953-59, will be another 3½ million to be crowded into the first six grades.

How many more teachers must we have to teach these additional children? Here we must also ask these two questions: (1) Will we continue to condone the present overcrowding, and even add further to it? (2) Can we make more effective use of the teachers we employ? Without pursuing the implications of these questions (let alone answering them) we cannot fail to see the imperative need to add 25,000 teachers per year to the elementary school staff until at least 1960.

Third, are the three nonrecurring needs, if once met: (1) to relieve overcrowding and eliminate dual sessions, 30,000 teachers; (2) to add needed subjects to the curriculum of many elementary schools, 10,000; (3) to replace the most woefully unprepared of the many teachers now in service without adequate preparation, 40,000. These three needs, totaling 80,000 teachers, will continue

to confront us each year until we meet them. Then the problem would be not to let them recur. If we should perform this miracle—and there seems no prospect of doing so—we would still face the annual need of at least 85,000; this means 60,000 replacements and 25,000 additions to the elementary school staff of the nation.

The High School Picture

The secondary schools present a different picture at the moment, but it seems likely that their personnel needs will soon become critical. Last year there were some 349,000 high school teachers in service (including junior high schools). Replacements and modest additions in September, 1953 totaled 47,500. There is no evidence that the replacement rate is increasing — in fact, it should be expected to stabilize around present levels — but a growing need for additions is just around the corner, as the avalanche of small children advances into Grades VII–XII. At the moment 50,000 is a concise indication of the number of high school teachers needed in 1954, but let us look briefly at what lies ahead.

In 1939 the children aged 12 to 17, inclusive (who would ordinarily be in Grades VII-XII), totaled 13.6 million. This number decreased steadily, year by year, for a full decade to 12.1 million—a decrease of 1.5 million. But it began to climb five years ago, and now (1954) stands at 13.5 million. This is a drop in the bucket, however, when compared with what is to come. The next five years will see an addition of 3.6 million, with another 3.4 million added the following five years. In other words, ten years from now there will be full seven million more boys and girls of high school age than there are at this moment. How many teachers will then be needed?

Where will these needed teachers come from? Against the need last fall (1954) for 165,000 qualified elementary school teachers, the colleges last spring produced only 35,000 qualified, adequately trained graduates, plus only 10,000 who completed shorter programs of preparation, mostly two years of college work.

Against the need last fall for 50,000 qualified high school teachers, the colleges last spring produced 50,000 qualified graduates.

Thus, on the surface, it appears that elementary school needs are almost five times as large as the visible supply, and that high school needs are exactly equal to supply. The most obvious joker in these assumptions shows up, however, when we ask the question, "How successful is the teaching profession in its efforts to attract this annual crop of qualified eligibles?" (More specifically, how many of these college graduates can school boards employ?) The answer is discouraging. Almost four of every five (77.1 per cent) of the 35,000 qualified elementary school candidates go into the classroom, but only a little more than one of every two (53.3 per cent) of the high school eligibles are attracted to the profession for which they are prepared.

This purely theoretical description of the shortage in current personnel needs adds up to 160,000. The figure is theoretical, not in terms of the educational needs of American children, but because there is so little realistic prospect of reaching it. And there is just one reason this goal has not been reached — just one reason so many children are denied the opportunity to study with a qualified teacher: The American people have not yet realized the enormous importance of education; we have been, and yet are, willing to lower our educational demands enough to fill every classroom with a person whom we so tragically often call a "teacher."

Further Problems

The foregoing are some, but not all of the facts needed to put the current situation in perspective. Among the yet missing parts are these:

First, the small number of young adults in the total population. The number who are 18, 19, 20, and 21 years old at a given time

¹This group includes Grades I through VI or Grades I through VIII, plus kindergartens where they exist, according to the local administrative organization. Grades VII and VIII are considered to be in the secondary, rather than elementary school if they are in a junior high school.

is meaningful because (a) this is the group most likely to be found in college, and (b) this group must supply our military needs. Moreover, an accurate count of this group is available, year by year. In 1940 it totaled just over 8½ million. The figure pushed up modestly until 1945, when there were 9.1 million in this 18-21-year bracket. But since 1945 the number has fallen until this year—1954—it touches a new low of just under 8 million! This, the present year, finds America with the fewest of these young adults in two decades. In six years—1960—the figure will be up 1½ million. Thereafter, it will push up sensationally, with a steady increase of nearly one-half million per year throughout the next decade, to reach well over 13½ million in 1970. Thus, the question, "What shall the nation do until larger numbers of our population reach maturity?" is a concise way of expressing our present man-power dilemma.

Second, the changing nature of the annual crop of college graduates, as well as its steadily diminishing size, is of grave concern.

In 1950 the American colleges and universities, under the maximum impact of Public Laws 346 and 15, produced 434,000 (bachelor's degree) graduates. Since that time, this annual crop has fallen, until this year—1954—it is down 34.3 per cent to a total of 285,000. Also, the current junior and senior college classes are smaller, which means that the graduating classes of 1955 and 1956 will shrink still more. Even for the next half dozen years, any upturn must be expected to be modest.

Going back to the all-time high of college graduates in 1950, we find 115,500 prepared for teaching — 28,500 for the elementary grades, and 87,000 for the high school subjects. In four years the total number prepared to enter teaching has fallen 26 per cent, but the dramatic feature is that the number qualified for elementary school teaching has climbed 23 per cent while the number qualified for high school teaching has tumbled 42 per cent! This sharp conflict of trends is of particularly ominous portent when viewed against the certainty of early increases in high school enrollment.

Third, and a final point in portraying the present situation, is the necessary time element in adequately preparing a teacher. Unlike building sites and materials which can be ordered by the square foot, the dozen, or the ton, teachers can only be made in a carefully planned, unhurried program of scholarly effort. The complex nature of teaching any subject or at any grade level demands at least four years of preparation beyond high school graduation. And even before this program can start, large numbers of young men and women must see that, for them, teaching holds promise of rewards and satisfactions of an enduring nature. It is, indeed, true that there is no short cut to an early solution of the teacher shortage. It seems inevitable that the schools must fight an uphill battle for years to come.

The School Board's Stake

But what is the particular stake of the school board? And what may be done in the search for relief?

First, as we already know so well, is the need for funds to compete with the other attractions in American occupational life. In a free, open competitive society such as ours, the basic law of supply and demand always exerts itself. Public education must have more funds if it is to obtain the services of high quality people. But farsighted planning for the use of educational funds is no less a vital responsibility of the school board than is the task of obtaining more funds. Here, an often hidden factor may become the board's greatest handicap. Physical plants may be built without due thought for the obligation which follows, year after year, to provide a competent staff to operate the plant. More buildings and more classrooms we must have, of course, In many districts these needs are already desperate; almost everywhere the onrush of children makes plant expansion imperative. But it is so easy, so tragically easy for a district to obligate itself for, say, twenty years without full realization of the attending year-by-year financial responsibility for operating the educational

program. The job is not done when a new building is completed; the real job has only begun. Educational leadership reaches its highest level when it assures a fair balance between plant and personnel throughout the long pull ahead. It is not just a case of "seeing it through" this year; sober thought must underlie the action of the school board, because there will always be a school board, and it will always have the final responsibility. As we view our staggering national debt we sometimes shudder at what we are leaving our children. In like manner the school board member may take stock in what he bequeathes his successor.

Second, and perhaps almost equal to sound finance, is the establishment of professional prestige. Not something superficial, but a combination of circumstances that will yield the kind of satisfactions that attract and hold a thoughtful, discriminating person. This status cannot be achieved through any one channel alone. Certainly, just higher salaries will not do it, prominent as this factor is. We must push forward a whole constellation of consciously interrelated steps.

Next to salary, probably, is a higher standard for admission to teaching. Just as a doctor or a bricklayer knows that he need not compete with an unqualified, untrained person, so a teacher must be positively assured that college preparation will not be reduced to naught. The evidence is now clear that higher standards will attract larger numbers of higher caliber people (and that, conversely, reduced standards will drive them out). Here, school board associations can strike a powerful blow by taking a positive stand. A shortsighted move to pull down standards is now being advocated to meet the present emergency. Experience shows that such a step will only prolong and deepen the severity of the emergency.

Another factor of increasing potency is the teaching load. It is now clear that many of our finest teachers are among the 60,000 who leave the elementary school classrooms each year because an overload of pupils nullifies their best efforts. These teachers quit only when denied the compensation of seeing children grow and develop under their instruction. School boards may well ask, "Are we forfeiting the real educational values through mass procedures?"

Another focal point is the participation of the teacher in determining working conditions. Aside from pupil load and hours on duty are such elements as stability of employment, encouragement of professional advancement, co-operative planning of educational activities and selection of materials, sound provisions for illness and, finally, retirement.

Other, and generally overlooked, factors are the status — public recognition — and financial support generally accorded the institutions chiefly interested in the preparation of teachers. In almost every state this institution (most likely called a "teachers college") is at the foot of the list, in so far as legislative appropriations are concerned. Almost every other kind of professional training is supported more substantially by state funds. The ability of an institution to attract students of quality, as well as in quantity, is sharply limited by its resources. School boards are in an ideal position to lead a movement to bring the support of these institutions into balance with the others. There is no doubt about their increasingly prominent position in the future.

The factors just mentioned are no more than a few of the many which exist, and can be identified. Higher status for the teacher cannot be invoked by a simple proclamation. It is a tedious, laborious task. It must be "worked at" by citizens of good will, by persons everywhere who believe that American democracy can best be perpetuated through more and better education for all the people. Above all, we know that progress will come only as intelligent, devoted effort is made in the local communities. A solution of the teacher shortage will not come through national prescription, or edict. Counseling together on a nationwide and on a state basis is helpful. But the schools belong to the people and in each community the people speak, and give their support, through their local boards. Surely we would not have it otherwise in these United States.

Descriptive Accounting Machine Operations for School Districts

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Machine accounting means the employment of mechanical aids for all or a portion of the accounting operation. Accounting machines run the gamut from the glorified adding machine to complex and expensive electronic tabulating equipment utilizing punch cards. While only a few of the largest city school systems can economically justify the punch card method, most school districts of over 150 employees might well investigate possible economies through mechanization of payroll and budgetary accounting. This is particularly true in school districts that are maintaining encumbrance records.

The descriptive accounting machine is the instrument most frequently utilized in school districts which employ mechanized systems. These machines have both adding machine and typewriter keyboards, making it possible to accommodate the entire payroll and budgetary accounting operation with one piece of equipment. Current thought is that this type of machine is most profitably used in systems of 150 or more employees although there are recent installations in smaller school districts which are proving to be most satisfactory. This article is written in an attempt to portray an operating pattern for machine accounting. No attempt is made here to enumerate criteria for selection of account-

A discussion of machine accounting procedures must begin with the type of equipment to be used; for it is the machine that governs, to a large degree, the accounting operation to be followed. Since a majority of those school districts purchasing accounting machines have selected descriptive machines and since it is believed that such equipment is particularly well suited for use in the widest range of applications in school business offices, the remainder of the comments made regarding this topic will be directly related to the use of descriptive accounting machines

Machine accounting operations which are now in effect in many school districts include the following four phases of accounting:

¹For such guidance, readers might well consult Dr. Frederick Hill's article, "Machine Accounting, When and Why," School BOARD JOURNAL, Mar., 1952, p. 40

1. APPROPRIATION ACCOUNTING

The Expenditure and Encumbrance Ledger is used for each of the major budget categories such as Administration or General Control, Instructional Services. Operation of Plant, etc.; for each of the line items of the budget such as Salaries of Principals, Salaries of Teachers - K-6. Fuel, Light and Power, Textbooks, etc.: for each subaccount under a budget line item such as for: Textbooks - Saddle School: Textbooks - Sacandaga School; Textbooks - High School; etc. The ledger is a flexible card containing columns for the name of the vendor or description of the transaction, date, check number, purchase order number, claim number or invoice number, appropriation adjustments, encumbrances issued and liquidated, encumbrances outstanding, expenditures to date, unencumbered balance, unexpended balance, and total appropriation. (See Figure I.)

The Expenditure and Encumbrance Journal contains columns for the same information as listed on the Expenditure and Encumbrance Ledger plus additional margin space utilized to prove balance pickups before the posting of an entry. This journal provides a record of all accounting transactions affecting appropriations on one document. (See Figure I.)

The Expenditure and Encumbrance Ledg-

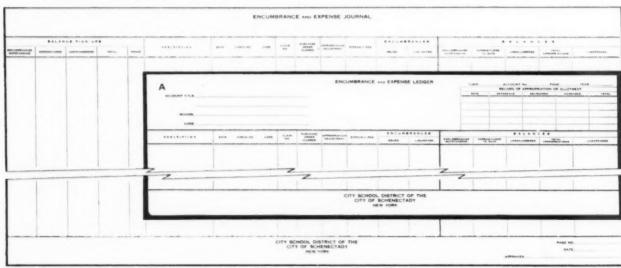


Figure 1

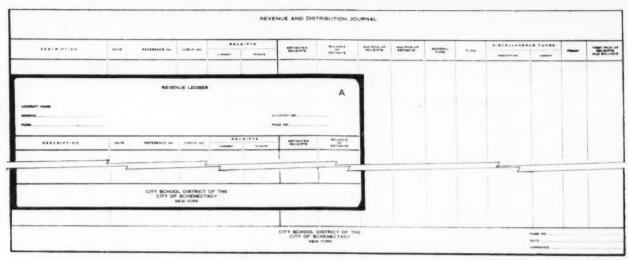


Figure II

ers are constantly being inserted and removed as different appropriation accounts are posted. The Expenditure and Encumbrance Journal remains in the machine and is covered with a carbon jacket, which causes the posting made on the Ledger to be carbonized on the Journal. At the end of any posting period, the total transactions on the Ledgers should equal the total indicated on the Journal.

As in the case of a manual accounting operation, the purchase order is usually the

basis for placing an encumbrance against an appropriation; a claim form or invoice is the basis for liquidating the encumbrance, registering an expenditure, and affecting the unencumbered and unexpended balances in the particular account. However, instead of having to enter each item in several columns of the Ledger and Journal in laborious fashion, the machine produces all balances automatically upon the depression of one key.

In addition to activity caused by issuance

of a purchase order or check, some operations are caused by appropriation adjustments which are the result of board-ofeducation resolutions. These adjustments are handled in basically the same manner as those mentioned above except that a Reverse Key is depressed when the amounts are deductions. All balances are automatically computed and produced without any additional thought on the part of the machine operator.

It must be stressed that the accounting

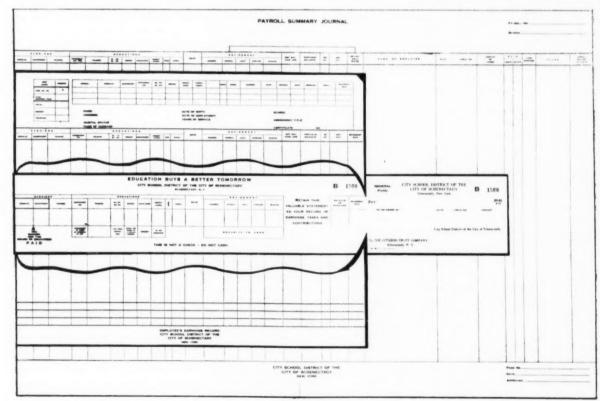


Figure III

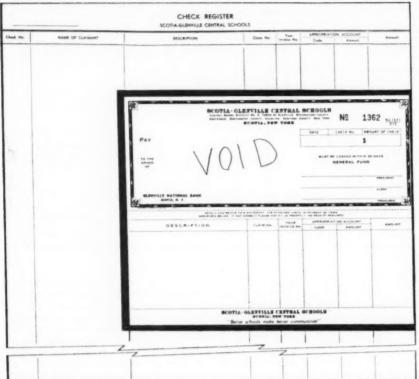


Figure IV

machine provides the most economical, efficient, and timesaving operation in those school systems which are using encumbrance accounting methods. Encumbrance accounting requires far more man power than cash-expenditure accounting, and it is in this area that the greatest advantage of machine accounting may be realized.

2. REVENUE ACCOUNTING

A separate Revenue Ledger is used for each kind of Revenue account such as Tuition from Other Districts, State Money, Tax Collections, Adult Education Fees, etc. The Ledger is a flexible card containing columns to describe the source of revenue, reference number, check number, treasurer's order number, current receipts, receipts to date, amount estimated to be received during the fiscal year, and balance of estimate remaining to be received. (See Figure II.)

The Revenue Journal contains columns for the same information as does the Revenue Ledger plus additional columns which are used to prove balance pickups before posting the next entry. (See Figure II.)

The Revenue Ledgers are constantly being inserted and removed as different accounts are being posted. The Revenue Journal remains in the machine and is covered with a carbon jacket, which causes the posting made on the Revenue Ledger to be carbonized on the Journal. At the end of the posting period, the total of the transactions listed on the Journal should equal the total of the transactions indicated on the various Revenue Ledgers.

3. PAYROLL ACCOUNTING

A quick change of program bars transforms the accounting machine from budgetary operations to payroll preparation. One of the great advantages of the descriptive accounting machine over the non-descriptive machine is its capacity to process payrolls, earnings record cards, and checks without the aid of auxiliary equipment.

The descriptive accounting machine is efficient in payroll preparation because it permits the simultaneous preparation of the employee's earnings record, the payroll summary journal, and the payroll check. Carbonization of forms and machine capacity make such an operation possible.

Individual Earnings Records are maintained for each employee and contain a heading with the employee's name and other pertinent data (rate of pay, amount of sick leave, classification, etc.). Columns are provided for regular earnings, adjustments, total earnings, earnings to date, withholding tax to date, retirement information, deductions such as Blue Cross, Credit Union,

bonds, insurance, etc. (See Figure III.)

The Payroll Journal contains the same columns as does the Individual Earnings Record plus columns for the name of the employee, the check number, and the date of the check. Margin space is provided to prove balance pickups. (See Figure III.)

The Payroll Journal is placed in the accounting machine and remains in the machine until the payroll is completed. The first employee's Individual Earnings Record is inserted into the machine and the first Payroll Check is placed in the machine with the remittance advice section of the check between the Journal and the Earnings Record.

The employee's name, the date, the check number, amount of check, gross pay, deductions, adjustments, and net pay are all printed on the Individual Earnings Card and, by means of carbonization through the card, on the stub section of the check and on the copies of the Payroll Journal.

When one check is completed, the carriage of the machine opens automatically and returns to its position for the next posting. The completed check and the posted Earnings Record Card are removed from the machine, and a new check and the next Employee's Earnings Record card are inserted. This procedure is followed until all Earnings Records Cards are posted and all salary checks are completed. Then, the machine prints the totals in each column of the Payroll Journal. The total of gross earnings entries should equal the net pay column plus deduction column totals.

At the end of the payroll operation, the machine provides the total gross payroll, the total gross earnings to date, the total withholding tax for payroll period, the total withholding tax to date, the total retirement deduction, the total Blue Cross and Blue Shield deduction, the total Credit Union deduction, the total insurance and bond deductions, and the total net payroll all automatically added and proved correct. This operation alone saves countless hours of labor in developing retirement and withholding tax reports.

4. ACCOUNTS PAYABLE

The term "Accounts Payable" is defined as an obligation of the school district which is created through the purchase of merchandise, materials, equipment, supplies, and services and for which payment has not been made by the school district. In its broadest usage the term includes all unpaid bills or invoices.

The discussion of machine accounting procedures related to Accounts Payable assumes that the proper requisition form and purchase order were processed and a dealer's invoice or district claim form has been received in the school district for payment.

School districts use either the dealer's

invoice or the claim form as the basis for issuance of the Voucher Check. By employing a carbon jacket, the Check Register is carbonized at the same time the Voucher Checks are typed. This operation is best effected on the accounting machine since the split platen simplifies the placement of the check, and the columnar registers provide automatic totals to prove the operation.

Columns are provided on the Check Register for listing check number, name of claimant, description, bill or invoice number, code, amount for account, and total amount. The "voucher" section of the Voucher Check usually contains columns for description, vendor's invoice number, code, amount for account, and total amount. (See Figure IV.)

The columns on the voucher must be printed so that they will "register" over the appropriate columns on the Check Register, that is, comparable columns must be of the same width on both instruments.

As to the procedure, place the Check Register and carbon jacket in the descriptive accounting machine. The Voucher Check then is inserted in the machine with the "voucher" portion of the Voucher Check registering over the right side of the Check Register, "description" of the check over "description" of register, etc.

Once the Check Register, carbon jacket, and Voucher Check have been inserted in the machine, the posting operation begins. The machine operator types the check number and the name of the vendor directly on the Check Register. Then "description," "claim number," etc., are typed on the voucher section of the Voucher Check and carbonized on the Check Register.

After the last entry, which is "amount," is posted, the Voucher Check is moved over to the side of the platen so that entries on the check portion will not be carbonized on the Check Register. The check portion of the Voucher Check is then prepared. The date is fixed automatically, and the "amount of the check" can be fixed automatically since it has been retained in the machine from the posting

to the "amount column" of the voucher. The amount of the payment is typed after the word "Pay" and the vendor's name after "To the order of."

At the completion of a posting run, the accounting machine will print the columnar totals for the two amount columns on the Check Register. The totals for both columns should be equal and should coincide with the total value of checks isued as well as the total of the bills or invoices audited.

The procedures previously described have proved to be satisfactory in several school districts. However, they represent but one method of utilizing the flexibility and capacity characteristic of the descriptive accounting machine. Other procedures and other equipment may better satisfy local school district requirements. Therefore, the authors caution against precipitous action in adopting any one machine accounting system. A penetrating survey of local needs, a careful development of accounting procedures, and a comprehensive analysis of available machines and methods will pay dividends in the long run.

A Close View of -

THE SCHOOL BOARD AND ADMINISTRATION IN THE AMERICAN PERSPECTIVE OF GOVERNMENT

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II

It was pointed out, in the previous section of this article, that the people of the community seemed to presume that the school board represented their values and that the main function of the board, consequently, was to see that these values were interpreted into policies for the operation of the schools. When considered as individuals, however, the school board members represented not only some similarities in perspectives and anchorings which determined their concepts of their functions and roles, but also some basic differences which affected the manner in which the school board might function as a group. They had certain concepts of what they were doing in common, however, and of what they were supposed to do. Their activities, at least in part, were governed by these concepts.

The Board's Functions

First, they all felt that one of their main functions was to act as a pulse of the community, for the administrative staff of the schools. It was the task of the administrative staff to bring educational problems to them, and they would mediate these problems on the basis of their understandings of what the community wished. In other words, their task was to determine the manner in which the problems of the schools could be solved consistent with the values which they assumed the community

Second, they considered that they were a court of ultimate appeal in the event that the administrative officers failed to satisfy complaints or to resolve issues. They frequently told citizens in the community that if they were not satisfied with the superintendent's decision, or the de-

cisions of the various school principals, that the individuals should come before the board and have the matters settled for them.

Third, they looked upon themselves as the financial conservators for the school district. They prided themselves upon their business acumen and they felt that one of the primary measures of their success was the degree to which they gave close and conservative direction to the financial transactions of the school district. To a large degree, they measured the success of the superintendent of schools and the principals by the extent to which they also demonstrated this business perspective.

Fourth, they looked upon themselves as the *supervisors* of the personnel employed by the school district. For the most part, they looked upon the staff as subordinate employees who were dependent upon the will of the board and subject to its detailed control. Their attitudes, in this respect, are significant, and it should be pointed out that at least two of the board members had some basic differences of opinion with the majority attitude. The majority felt that it was the duty of the employee to operate in the exact fashion

that the policies and the decisions of his superiors indicated, to accept the conditions of employment as the superiors determined them, and to protect at all times the goals and integrity of the organization of which they were a part. In their opinion one of the great evils of our times was the fact that employee-employer relationships were settled around the bargaining table, and the teacher abrogated his responsibility for helping his students develop a wholesome perspective of the social milieu when he endeavored to use the tools of bargaining for his own economic advantage.

An Ordinary Picture

There is nothing strange, unusual, or alarming about this picture. In fact, it is, in this writer's opinion, entirely ordinary All we have seen are some thoughts and characteristics of a group of average Americans who have been called upon by the people of their community to do a public job - and this they do very conscientiously, without remuneration or praise, to the best of their ability. If they do not think as the professional administrators would like them to think, that is their privilege. If their concepts of their roles or of their functions is not what the administrator thinks that it should be, that is also their privilege, but it is the administrator's challenge. Their failures are his failures, for his is the responsibility and the obligation for leadership and education. Two implications are worthy of consideration here.

First, it is important to note that people are the essential element in policy determination. The concept that has to be recognized is that the ingredient in the local situation is not people in the abstract, but rather precise individuals who refute all attempts to characterize or to pigeonhole their personalities, roles, or perspectives. A and E were both board members, and the administrative officers in this situation had learned in their college courses some interesting rules about the relationship of the board member and the superintendent and what the respective functions of each "should be." But the administrator could not hope to deal with both of these members successfully on the basis of the same rules. E was willing to say, "I will pass on policy, but it is the superintendent's responsibility to administer." A, on the other hand, demanded that the superintendent and the principals accede to certain administrative concepts which he held to be important, particularly in matters governing the administration of personnel A was a power center on the board, and he would consider none of this "professional" nonsense about the board's refraining from interference in administration. He reminded the superintendent and the other members that this was a small community and the schools were still close to the people. The transition to a larger and more professional relationship had not as yet occurred

Help Fight TB



Buy Christmas Seals

The two essential points of concern are (1) that the local administrative officer, whether superintendent or principal, needs to recognize the individual differences that exist among the people with whom he has to deal, and (2) he must devise an approach to each of these individuals on the basis of a recognition of where and how they stand rather than apply abstract rules which deal with the "public," the "board," or the "school patrons" as an undifferentiated and somewhat nebulous mass. One can always insist upon his professional values, but if his position is unyielding although righteous, he may have to enjoy the life of an educational gypsy.

Professional vs. Citizen

A second implication is that a trained administrator does possess professional know-how and does accept, at least to some degree, professional values. Yet, it is important for him to recognize that as a professional he must implement social policy for educational administration is certainly a community and, therefore, a social function - and in a democracy any member of his constituency, regardless of his knowledge or lack of it, has a right to be heard and a right to "go on the stump" for the position he deems to be correct. The school board member who is aggressive is in a particularly strategic position, and it would be a fatal misunderstanding for the professional administrator to fail to consider his point of view. This does not mean that the professional prostitutes his values in order to maintain his job, but as in the education of children, he starts with the individual where he finds him, and he hopes to build toward more mature understandings and values from that point. The professional, it appears, is caught in the dilemma of being the administrator for a board of amateurs - but these amateurs have final authority and control over him. His padagoguese and professional values have no significance per se, and what is perfectly clear to him as a result of the years of his training and experience is not so clear to someone who knows only that the community has been satisfied with certain school policies for a long time before this outsider came into it - and the community values will probably exist for a long time after he has packed his bags and

left. To a large extent, administration is education, and particularly today when methods and concepts have developed fairly rapidly, the principal as well as the superintendent must be aware of his function as an adult educator of the school's program.

It has been noted that the American tradition of government was predicated upon a distrust of the administrator and placed ultimate power, in most instances, in the hands of the legislative body. And this legislative body is presumed to be the defender of the values of the people against the values of the coercive and detached governmental agency. Our data indicate that this is also true in public education, and the administrator is frequently placed in the position where the values he upholds as a professional are in conflict with the values of the school board or active groups in the community. The primary responsibility of the school board is to interpret community values for school policies. These need not be in conflict with the values of the profession. The dilemma and the conflict arise only when the profession fails to recognize the importance of community values and the representatives of the community fail to develop policies upon the basis of a clear perspective of all the forces and factors that are pertinent. Both sets of values - those of the community and those of the educational profession - are essential components if education is adequately to serve its social function. As a leader in the life of the community, the school administrator must find the means for integrating them harmoniously and consistently with the local situation in which he finds himself.

ERECT ADMINISTRATION CENTER

The private-holding-corporation method of financing needed school facilities has been used for the first time in California by the Whittier Union High School District in suburban Whittier. The plan has made possible a school district administration center when conventional financing methods were inadequate.

The district had on hand \$300,000 ear-

The district had on hand \$300,000 earmarked for building purposes, but this was not enough for needed classrooms and an administration building with storage and maintenance centers. A bond issue was out of the question.

The district has sold at a small profit about four acres of land for its administration center to an Alhambra contracting company and arranged to have the concern build the \$400,000 structure. The district will lease the building for 22 years with option to buy at a nominal price during the last year. The rental will be \$2,400 a month for the term of the lease. With its \$300,000 of building money, the district will construct 12 new classrooms.

READING CLINIC

The school board of St. Petersburg, Fla., has decided to establish a reading clinic for the elementary grades. William Williams, discussing the proposal, said that a large number of pupils are entering the higher grades who can't read, and called for first emphasis in the elementary grades. A similar program conducted in the junior college and in other schools had shown good results.



Gordon C. Swift Junior High School, Watertown, Conn. - Warren H. Ashley, Architect, West Hartford

A Compact Junior High School

The Gordon C. Swift Junior High School at Watertown, Conn., represents a practical approach to the planning of junior high school buildings in that it is only one story high and at the same time, is compact in arrangement. The fundamental problem was to design a school to accommodate 650 students engaged in a typical junior high school program of education, and at the same time to serve for general community use during the year round. The building was erected in 1952 and 1953 and has given a year of extremely satisfactory service.

The Site

The site is an irregular plot of ground which permits of both excellent landscaping and the practical use of a flat playground area. The land was selected primarily for its central location within a rapidly growing section of the town. It is in full proximity to an existing school and the play area is used widely as a public playfield.

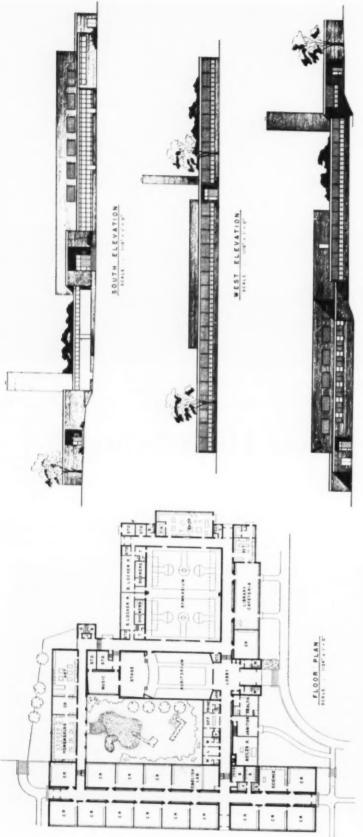
The Building

The school is located on a quiet residential street where there is little traffic to interfere with the ready movement of

children to and from the building. The peculiar shape and contour have been well used for a convenient parking space which is particularly useful for the evening activities. The gymnasium has been located to adjoin the play area and to give access to the dressing rooms and showers. The central layout of the athletic field embraces $3\frac{1}{2}$ acres and allows for one baseball



A typical classroom showing front and window walls



NORTH ELEVATION



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GORDON C. SWIFT JUNIOR HIGH SCHOOL CONNECTICUT WATERTOWN

WARREN H. ASHLEY CHARLES A. CURRIER & ASSOCIATES MARRIMANT & MINGES

SITE PLANNERS ENGINEERS



The cheerful arts and crafts room has ample display and storage space.

diamond and three softball diamonds. The space is large enough for a football field.

Fourteen standard classrooms, a general science laboratory, and an English labora-tory which also serves for pupil dramatics, are all located in the academic wing of the building. The rear connecting wing includes a large homemaking laboratory, a small classroom, and a large art room.

The connecting wing at the front of the building includes the administrative rooms, the health suite, and on a depressed level the boiler room and a janitor's storeroom. The administrative offices include a general office, a private room for the principal, a lounge room for teachers, separate men's and women's retiring rooms.

In close proximity, in the third major area of the building are the assembly room and the gymnasium. The auditorium has a complete stage and a separate lobby, with retiring rooms and toilets for men and women. The room is more complete than is usual in junior high schools in order to adapt it to community use. The stage which is fully equipped for dramatic use, has back of it a large music room and storage rooms for musical instruments, etc.

The gymnasium is of the inclusive type

and is so arranged that it may be divided into two parts for independent use by boys and girls. The seating is of the folding type arranged along the two longer walls. The complete shower rooms and locker rooms for boys and girls are so arranged that they may be entered from the gymnasium and from the playground.

A cafeteria, with a complete kitchen and storage room, is so arranged and furnished that it may be used as a reading room and for other instructional purposes. Adjoining

it is a classroom.

The general shop is in the gymnasium wing and is fitted for woodworking, sheetmetal work, printing, and general craft work. An outside entrance is provided for handling materials

The heating, lighting, and sanitary services of the building are so arranged that any portion of the structure may be op-

erated independently. The classroom wing may be entirely cut off at night, as may also the gymnasium or the auditorium.

Considerable care has been given to making the lighting, heating, ventilation, and acoustical treatment suited to the particular rooms and their especial uses. All of the classrooms and other teaching areas have acoustical materials applied to the outer walls and the perimeter of the ceil-



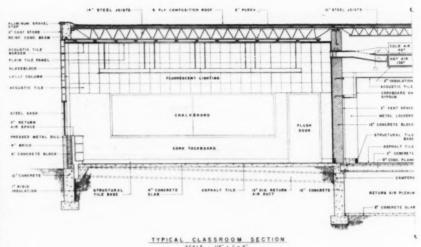
The inviting auditorium has a complete stage and a separate lobby, and has been planned for community use also.

ings. The music room is completely soundproof through the use of a splayed ceiling. The gymnasium has acoustical tile in the upper walls for sound absorption.

Heating and Ventilation

To effect both ultimate economy and efficiency the heat and ventilation are provided by a forced warm air heating system, using central fan rooms, hot- and cold-duct supplies and under-floor returns in the classroom area. Every room is supplied with a constant volume of fresh, filtered outside air. Mixing dampers in the take-offs from the hot and cold ducts, are interlocked and operated by individual room thermostats. Any desired mixture of warm and cold air is thus provided. The blended air enters each room through a single register high on the corridor wall and is diffused to the sides to establish uniform distribution. Volume dampers at each outlet balance the air flow. Behind the bookcases along the outside walls a continuous slot opening exhausts the air from each room. The exhaust air is drawn into the plenum chamber either through cellular concrete floor plank or through circular ducts buried in the concrete flooring.

The corridor lockers are exhausted through a 2-inch air space behind them, which is connected to the plenum below the floor. By means of a sheet-metal boot for



each row of lockers a simple arrangement of dampers in the plenum balances the return air flow.

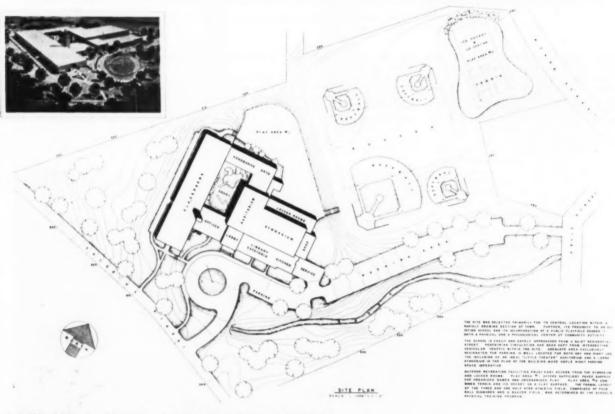
A continuous slot in the window wall behind the low bookcases provides a means of exhausting the downward curtain of cold air inside the windows and removes the drafts.

The larger rooms in the building - audi-

torium, gymnasium, etc.—are heated by means of hot air with slight variations in the arrangement of the return air ducts.

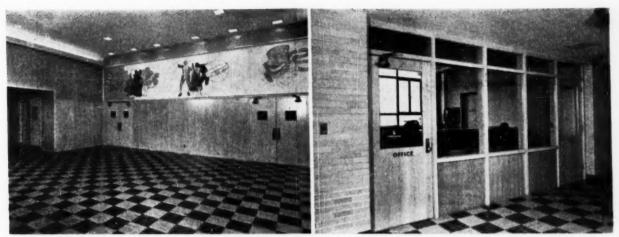
the arrangement of the return air ducts.

Natural lighting is provided in each classroom by means of directional glass block
and a clear-glass vision strip. Artificial
lighting is by means of low brightness fluorescent units without louvers. Vertical
surface lighting units are installed in the

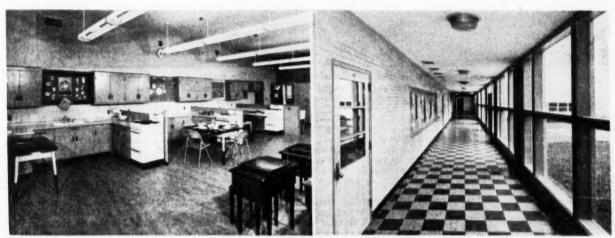


GORDON C. SWIFT JUNIOR HIGH SCHOOL WATERTOWN CONNECTICUT

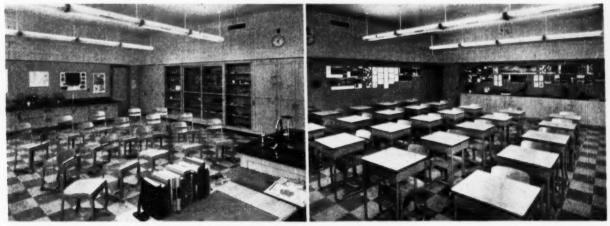
WARREN H. ASHLEY CHARLES A CURRIER & ABSOCIATES MARCHART & MINGES ARCHITEC



Left: The mural in the auditorium lobby has been designed and is being painted by the students. Right: A view of the general office through corridor windows



Left: The multipurpose homemaking room is easily adapted to either cooking or sewing classes. Right: Bulletin boards, display cases, and floor-to-ceiling windows overlooking the courtyard make the corridor outside the homemaking laboratory especially pleasant.



Left: The general science room has adequate display and tackboard space and is arranged for both lecture and project activities. Right: Another view of a typical classroom showing rear and inside walls.



The huge gymnasium is easily separated into two smaller units; seating is of the folding type and is arranged along the two longer walls.

corridor ceilings to illuminate bulletin boards, etc.

In the auditorium, the lighting is designed to blend with the acoustical treatment of the ceiling. In the lobby and auditorium there are two systems of high-vaulted cold cathode, fluorescent cold lighting in tubes bent to fit the contours of the walls and ceiling.

Construction

The structure is wall-bearing with the exception of the window walls. For the

latter reinforced concrete spandrel beams are used together with concrete-filled pipe columns. Steel inserts are provided in the concrete beams to receive open-web steel joists used for roof construction. The concrete spandrel beams provide economy by eliminating expensive overhang construction.

An interesting feature of the construction is the use of precast cellular concrete plank in all corridor floors, spanning plenums and in all overfloor construction located above grade. In the clasrooms where the plank has been used, it spans 26 feet and the cores serve as return air ducts for the warm air exhaust system. Each concrete plank is covered with a two-inch topping reinforced with 6 by 6 in.—10/10 wire mesh.

The building has an area of 63,185 square feet and cost \$1,004,123. The cost per square foot was \$15.89. The educational area was 64 per cent of the total of 39,415 square feet. The plans were prepared in the office of Warren H. Ashley, architect, West Hartford, Conn.



♠ A close-up of one of the corridor display cases

The English laboratory has an unusually large platform and is much in demand by teachers, students, and small community groups.





Street View of Jefferson Elementary School, Richland Center, Wisconsin. — Weiler & Strang,
Architects-Engineers, Madison

Richland Center, Wisconsin, Builds an Elementary School

G. H. GROSENICK

Superintendent of Schools Richland Center, Wis.

Somewhat over three years ago the Richland Center Public School Board of Education became seriously concerned over the fact that the elementary buildings were getting old. In order not to be caught off guard the board requested that a survey be made of existing buildings.

The State Department of Public Instruction and two building experts were invited to conduct the surveys. Each made a separate study and prepared an independent report. All came up with the same answer—more room would be needed and the old buildings needed too much in repair to warrant remodeling.

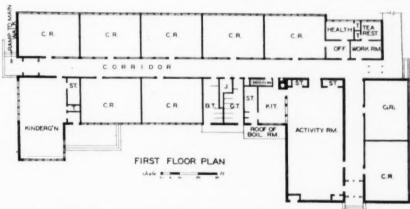
These reports were presented to the board and culminated in the approval for a bond issue. Since Richland Center is operated as a fiscally independent city system, it would be necessary to bring the issue before the people. To do this job effectively, the board decided to appoint a special lay advisory committee.

This lay committee was a true cross section of the city's electorate. Eagerly and earnestly the members studied the existing situation and finally made a series of well-considered recommendations. The

effectiveness of this committee in gaining support for the erection of one new school building immediately, was evidenced by the fact that the bond issue was approved by a 93 percent affirmative vote. The new Jefferson Elementary School was completed late in the spring of 1954.

The building is 210 feet long and 104 feet wide. The outer walls are cement block faced with brick on the outside and exposed on the inside. The brick used is the Norman type and cost just a very few dollars more than standard brick. The distinctiveness of appearance is well worth the small additional expense.

The classrooms, of which there are nine, measure 32 ft. 7 in. by 23 ft. in size. The

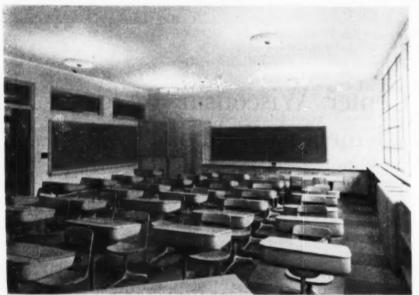


Jefferson Elementary School, Richland Center, Wisconsin — Weiler & Strang, Architects-Engineers, Madison



Board of Education, Richland Center, Wisconsin

Left to right: G. H. Grosenick, Superintendent of Schools; Clayton Reynolds; Mrs. Pearl Rott; K. S. Truesdale; Dr. George Parke; Ralph Montieth; Mrs. Mary McCorkle; and Dr. Harry Carswell.



Classrooms are spacious, well-lighted, completely furnished, and pleasantly decorated.

kindergarten is 42 by 25 ft. The activity room is 60 by 30 ft. Adjoining the activity room is a kitchen. The corridors are 10 feet wide.

The floors are reinforced concrete faced with asphalt tile throughout, except for the toilet rooms and the kitchen. In these latter areas the specifications called for ceramic tile.

The exposed portions of the corridor walls are covered with a dado of unglazed ceramic tile to a height of four feet. The balance is painted. The toilet rooms are covered in the same manner except for the use of glazed tile.

The building is heated by two boilers using No. 2 fuel oil. Unit ventilators are used throughout, with the addition of wall-fin radiation under the windows in the kindergarten. As an added precaution tubing for radiant heating was laid in the kinder-

garten floor. These pipes were not connected, but it was felt that as the building grows older and develops some leakage, the connections could easily be made and thus afford additional comfort to the kindergarten children when on the floor.

The building is artificially lighted with incandescent lamps, using the concentric type of fixture with a silver-coated bulb. Incandescent lighting was selected over other forms because of the low cost of electricity in the city.

Full use is made of natural light throughout the building. The windows on the north side are clear glass in their entirety. However, on the south side of the building prism glass block was used except for a vision strip of clear glass along the bottom.

Natural light for the corridor comes from plastic domes. In addition, light is borrowed from the classrooms.

The kindergarten and two first grade rooms have built-in lockers for the storage of the children's outer garments. For all other grades, the lockers are located in the corridors.

In addition to the rooms already mentioned, the plans include a health room, a principal's office, a teachers' lounge, and a combined work-storage room.

The firm of Weiler and Strang, Madison, Wis., served as architects and engineers for the building. The contained area is about 221,700 cubic feet. The contract price was \$200,949. This puts the cost at about 91 cents per cubic foot.

SCHOOL-MUNICIPAL BUILDINGS

The Decorah, Iowa, board of education and the city council have recently adopted a "master plan" for the joint development of a 100-acre site for school and municipal purposes. The plan provides for municipal buildings, a new senior high school, and an elementary school, together with space for an athletic field and playgrounds.

COMPLETE BUILDING PROGRAM

The school board of the independent school district of Texarkana, Tex., has recently completed an extensive school building program, including a junior high school, a Negro high school, two Negro elementary schools, a high school gymnasium, and additions to two schools. These buildings, built at a cost of \$2,300,000 were financed with funds gained through a bond issue and federal aid funds. The new schools will accommodate 1200 students who were attending half-day schools or were housed in overcrowded or makeshift classrooms.

SPEEDS PROGRAM

The board of education of Fort Thomas. Ky., is speeding up its long-range building program begun in September, 1949. Included in the program are the David Cecil Stadium, the Johnson grade school, the Ruth Moyer School, the Woodfill school addition, and the proposed gymnasium for the high school. The last two projects are still in the planning stages.

Schools, H-Bombs, and Civil Defense

JAMES M. RIDGWAY, Ph.D.

Chairman, Department of Education Carroll College Waukesha, Wis.

Total war affects all aspects of a nation's life. Schools, as paramount institutions serving a large part of the population, cannot escape involvement and responsibility in a threatened country. While the participation of schools in the national defense effort is certain, the selection of various areas for greatest effort and the extent of participation are matters that can and must be weighed by school boards and their executive officers.

It is the purpose of this paper to define some of the areas relating to the protection of children in which schools may function in case of war; to present available facts relating to these areas; and to raise significant issues which must be met before sound policy can be developed.

Aims of Total War

World War II gave a sufficient sample of events and results to permit some intelligent surmises on what a real total war will be like. Thermonuclear, bacteriological, and chemical weapons—packaged for either mass destruction or for limited tactical use, serve only as instruments for attaining the objectives of total war.

There are two main objectives in rubble warfare. The first is to disorganize industry so that the production of the vast amount of equipment needed in highly technological attack or defense is hampered, curtailed, and, if possible, stopped. This objective can be met by destroying manufacturing plants, dispersing labor forces, disrupting transportation and communication, and by cutting off supplies of raw materials.

The second objective in total war is to destroy a nation's will to fight. This may be termed psychological warfare or the war of nerves. This objective can be achieved by inflicting civilian casualties, by disrupting the normal living routines of the civilian population, and by multiplying and amplifying inconveniences and dissatisfactions. (It appears to the writer that the decision of World War III, when it comes, will depend to a large extent upon how the American public will react to the limited use of automobiles, the loss of television, and to the disruption of utilities normally

taken for granted - water, electric power, and gas.)

A nation waging total war can, of course, elect to stress either of these two objectives, or can merge them. In either case, cities are prime targets because both population and production are centered in them. The vulnerability of American cities has been well advertised, and the hydrogen bomb serves to increase their vulnerability. One estimate, fantastic to speculate upon, holds that in an atomic war the United States might suffer 65 million casualties. Roughly, nearly 40 per cent of the nation's population may be killed or injured.

Aims of Civil Defense

To meet the threat of total war a new and somewhat loose-jointed arm of government is growing up. This new arm is called Civil Defense. Its potential strength is a guess. Civil Defense means various things to different people. In the writer's mind Civil Defense has three purposes: (1) to secure preparatory action that will minimize property damage and casualties; (2) to maintain organizations, personnel, equipment, and services which can react quickly to attack to keep immediate aftereffects from pyramiding; and (3) to stabilize factors after an attack so community life and vital economic processes can be resumed as quickly as possible.

The record of Civil Defense in the United States is not impressive. The history of two world wars has contributed little to the solution of the great problems involved in civilian protection and has done little to raise this vital service in public esteem in the United States. Civil defense, as a matter of governmental policy, organization, and budgeting, is a political matter of the first order. The problems involved in the protection of civilian populations relate not only to plans, equipment, and personnel, but also to legislation, presidential war powers, administration by executive offices, and federal-state-local interrelationships.

School administrators should know a little about the history and underlying dilemmas in Civil Defense so they can plan and act in protective measures with some



Schools today must not only be prepared to cope with a national emergency but are obligated to train our younger citizens in civil defense.

intelligence. Our country's last major experience with civilian involvement in enemy action was in the Civil War, and the few people remaining who can recall those events will probably agree that times have changed.

Civil Defense in World War I

Civilian protection was not a significant problem in the United States in World War I. The Allied navies had sea warfare under control and air power was in its swaddling clothes. The civil defense measures taken in 1916–18 related mostly to general mobilization, production, morale, and financing rather than to protection. The Council of National Defense was established to co-ordinate federal and state activities in the war effort, but the state defense councils played only a minor role.

World War II Civil Defense

Present readers may recall varied experiences with civilian defense during World War II. The general picture appears to have been one of great activity in certain metropolitan areas early in the war, followed by a snowballing apathy as the events of the war moved in favor of the Allied powers. Certain of the World War II experiences are worthy of note.

In regard to organization for civil defense at the national level, schools were represented only indirectly. The Federal Security Agency, of which the U.S. Office of Education was a part, was represented as one of nine agencies on the Board of the Office of Civilian Defense (OCD). The OCD set up regions which coincided with Army Service Command Areas with the implication that they would be important governmental links in case of a major disaster. The significance of this plan of organization should not be lost to school administrators. The schools were virtually unrepresented and, as state agencies, could not expect to receive much attention at the federal level. On the state level, however, the state superintendent of schools or his representative sat on most state civil defense councils. These councils did not function generally as major policy-making bodies. In most cases real power to act rested in municipal bodies under which civil defense organizations varied markedly in scope and effectiveness.

Contemporary Protective Planning

The end of World War II did not bring an end to civil defense activity in the United States. On the contrary, there has been a continuous flow of thinking, planning, and activity in the area. During the waning days of the war, the U.S. Strategic Bombing Survey was busy determining the effects of air war on Germany and Japan and was not backward in interpreting its findings in terms of possible future situations in the United States.

Since 1945 there has also been a stream of material prepared by "atomic scientists" urging various means of control of atomic energy and, particularly, pressing the planned dispersion or thinning of metropolitan populations. This latter point of view was strongly supported in 1952 by the report, Project East River, which was made by Associated Universities as a joint study for the Federal Civil Defense Administration and the Department of

On the official level the War Department established a Civil Defense Board which held a post-mortem on the OCD. This board issued a biting brief report in 1948 which held the OCD to be "inadequate" to deal with growing protective problems. The report recommended placing responsibility for civil protection in civilian rather than military hands; it minimized community welfare and morale aspects of civil defense; and urged the creation of mobile support units to come to the aid of stricken cities.

Apparently, upon the recommendation of the War Department board's report, the Office of Civil Defense Planning was established in the then new Department of Defense. This office was headed by the late Russell J. Hopley and in six months produced a considerable study of protective problems. While the War Department Civil Defense Board's report was undramatic and little publicized, the Hopley report hit the national press and radio with some violence. At the extremes, both the Daily Worker and Walter Winchell damned the report, while the New York Times called it a "reasonable and important document."

Anyone who attempts to evaluate works in the field of civil protection must keep in mind that there are no "right" answers in this area - just the choice among evils. It is to be doubted if there will ever be developed a civil defense program that will be popular, satisfy all parties, and in an emergency appear adequate to a suffering populace. If this idea is accepted, it appears that the Hopley report deserved fuller and better consideration than it has re-

ceived. As a first try, it was a good effort to spell out what civil defense would mean in the United States under total war conditions

After Hopley followed a period of confusion in civil defense affairs. It must be remembered that this was the time of armed forces unification, the Forrestal suicide, and the brief Johnson tenure as Secretary of Defense. Coincident with President Truman's announcement that Russia had produced an atomic explosion, the function of civil defense planning was passed to the National Security Resources Board, then headed by W. Stuart Symington. The NSRB reworked the Hopley report into United States Civil Defense, which appeared in 1950 and which has served as the basic manual for much current civil defense activity.

Congress took note of civil defense affairs by passing the Federal Civil Defense Act of 1950, which established the Federal Civil Defense Administration (FCDA). The FCDA has been an instrument for stimulating protective activities, stockpiling materials, and administering a financial aid program under which the Federal Government pays 50 per cent of the cost of selected projects and equipment needed by local units of government.

Of great significance to school boards and school administrators is the FCDA's "about-face" on evacuation policy. The original tune on evacuation of people from metropolitan areas facing attack was that it was highly undesirable and should not, perhaps, be attempted. With A- and Hbombs in Russian hands, Val Peterson, incumbent director of the FCDA, has advocated immediate dispersion on warning by people walking to the outskirts of threatened areas. The question of evacuation as a protective measure now appears to be not so much a question of should, but of how. This matter is so complicated and important to schools that discussion is reserved for separate articles.

Basic Protective Planning

In thinking through local protective problems, school administrators must consider several general factors and try to project them into federal and state programs that are likely to be in a condition of flux. Many factors operate to determine the type of civil defense organization a nation may have at a given time. The shifting tides of diplomacy, war, public opinion, and technological development give changing weights to the various factors. Hence, during a war it is to be expected that altered conditions should and will produce modifications in organizations and policies created to protect civilian populations. Under such circumstances it follows that a person working in this area is likely to be confronted by a chamber of organizational horrors where functions and responsibilities

are poorly determined and oddly divided; where lines of command and communication become obscured in a multiplicity of boards, councils, and committees; where actual operation may depend upon the slippery factor of the strength of individual personalities involved in the organizations.

Public Awareness of Danger

A determining factor of primary importance is the public awareness of danger at the time initial planning and organization for civil protection takes place. If this awarenes is acute, thorough civil defense measures may be pressed and adopted. If, on the other hand, there exists a feeling of security, or a fatalistic feeling that nothing much can be done, or if there is ignorance of the danger, planning and preparation for civil defense may languish.

To summarize national activity in the World War II era: England appears to have dallied under the spell of what may be called the Chamberlain attitude. Real interest in protection did not develop in England until 1938. Germany has followed a different course. Civil defense measures were originated almost as soon as Hitler rose to power in 1933. However, early started, the German measures became fouled in the events of war. At the outset, victory followed victory and Göring's assurances that Germany could not be struck may have lulled many people into a false sense of security. France, torn by internal political dissents and depending upon outmoded military measures, staked all on the Maginot Line and lost. The United States with wide oceans and friendly neighbors, indulged in the debate on neutrality. The onset of war brought a flurry of civil defense activity from 1940 to 1942, but this petered out when it became clear that oceans and neighbors would perform their customary functions.

Importance and Vulnerability of Location

After the general awareness of danger, the factor which appears to make a population conscious of needed defense is the magnetism of the particular area in which they live to draw an attack. Thus, Londoners and citizens of other large British industrial centers took civil defense measures much more seriously than did people in the rural regions. The pattern was repeated in France and Germany. In the United States, coastal regions and larger cities were far more active in civil defense than were the interior regions. Interest in civil protection from enemy action seems to be directly related to the citizen's notions of the chances of the community in which he lives being bombed. In the United States in 1951, ninety per cent of the civil defense volunteers were found in only two

Established Patterns

A third factor of importance in determining the type of civil defense organization a nation will develop is the country's customary way of dealing with a crucial problem. England, in the main, relied on existing machinery and techniques, working through parliamentary reports, assigning functions to established agencies which issued the necessary circulars and directives. France, so far as the record indicates, assigned protective functions to established departments, but appears to have ignored "welfare" functions until after the collapse.

It is more difficult to characterize German action, because, along with the formation of defense measures, the Nazi Party was reorganizing the German government to its own specifications. The main outline of the German plan was to assign protective functions to existing organizations while reserving "welfare" functions to the Nazi Party.

Civil defense in the United States in World War II was established at the federal level by executive order under the president's emergency and war powers after some states had already acted in the matter. A new agency was established to handle the civil defense function and its primary concern was to co-ordinate the efforts of new and existing agencies on the

various governmental levels.

Alternative Courses

A fourth factor is particularly operative during a war when communities are actually under attack. This factor may be termed the "choice of evils" factor. What a government may direct its citizens to do and what they actually do depends upon the attractiveness of alternatives. Thus, response to a plea to evacuate an area may be poor because the people have not been bombed, or having already been bombed and hoping that lightning will not strike twice in the same place, they prefer to stay where they are rather than to take new chances in an area which, theoretically, may be as vulnerable as the one they are in.

Protective Resources

The fifth major factor is the protective resources at hand in a country. This is so broad as to include almost the entire economic, geographic, and social aspects of a nation's life. To illustrate the operation of this point, it may be said that if a country is short on man power and building materials, it may reasonably be expected that an extensive deep-shelter program will not be officially favored. Or, if the country is heavily populated and compact, having little room in which to maneuver, protective construction is certainly indicated. Or,

for another example, if there are few cars per capita, of necessity an evacuation program must be geared either to public transportation or to walking distances.

Incidents of War Uncertain

While beset with difficulties, school administrators with responsibilities for pupil protection and for co-operation with local civil defense planning must also reckon the best they can with the unknown and unpredictable incidents of total war. Several uncertainties must be allowed for in protective measures.

For one thing, targets and alternative targets will be selected by the enemy. Whether or not a given location will be attacked may depend on an enemy's overall plan for the war. Will he aim for sources of retaliation, for centers of population, or for production centers? Aside from a clair-voyant's view of the plans of an enemy's general staff, the only alternative appears to be to prepare for the foreseeable worst everywhere.

Further, the number of alerts and/or attacks and their duration cannot be forecasted. This is an important point in developing routines to be used by pupils in school buildings and in evacuation planning. Under the first head, it is unreasonable to expect children to lay prone using the atomic head clutch for hours on end, day after day. In the second case, it is not reasonable to expect that the people of any country will trek back and forth from their city homes to safer areas after a series of false alarms.

Both general and specific weather conditions are important. In inclement climates shelters must be heated. In the case of hurried evacuations, people can literally take to the hills in nice weather. However, one may question the wisdom of taking to the hills in subzero weather.

Other important unknowns are the effectiveness of interceptive action and of the warning systems. Current comments in the United States at this time are not encouraging. While predictions on these matters vary, no one is guaranteeing one hundred per cent interception, or warnings longer than minutes. Nuclear weapons considered, even a small percentage of planes reaching a target is sufficient to cause devastation.

General Protective Needs

Out of these slippery factors must be created a civil protection plan that can minimize casualties and keep civilians and production functioning in a war effort. With the nature of total war and the factors related to protection in mind, the following generalizations appear to be valid until changes in international relations, national policy, or technology necessitate a reappraisal:

1. A civil protection program is essential. An inadequate protective program can

lead to military defeat and consequent political and personal slavery.

2. In view of the devastating weapons that can be used, protection for any given individual cannot be guaranteed. Rather, programs should be developed which improve the odds for the survival of groups.

3. In view of the devastating weapons that can be used and of the geographical advantages of the United States, a competent protection program will provide cheap, deep shelters to afford protection at the time of attack and both pre- and postattack evacuation programs.

School Responsibility

With this background in mind, the position of school systems in civil protection programs can be more definitely indicated. The responsibilities of school systems may be grouped under three main headings: (1) general co-operation with war programs in general, including, of course, civil protection; (2) taking measures to make school buildings used in perilous times as safe as possible; and (3) co-operating in evacuation programs.

If the experiences of World War II are any indication, school systems may undertake a multitude of activities under the heading of general co-operation with war programs. Schools can conduct special classes for various categories of civil defense volunteers; they may train various kinds of workers for war production; school personnel may serve in drives of one kind or another; school plants may be used as emergency hospitals, rest centers, or as rallying points for various purposes. The dangers of overextending staff and facilities in such programs have been previously indicated.1 Suffice to say here that school administrators have a problem in balancing normal demands with the added activity a war brings.

Each building used to house children in times of danger should be made as safe as possible against the effects of blast. The possibility of enemy action will raise the question of whether compulsory education should be enforced in war time. Certainly, no school official can do less than make buildings in his charge as safe as circumstances permit. There is a danger that apathy may forestall protective action, to write off an area before bombs fall. Let it be said again that specific acts in a war cannot be predicted. All bombs will not fall on the center of their target. Plant protection measures should be taken in all school buildings so as to increase the odds of their occupants' surviving.

Finally, there is the matter of evacuation. For the present let it be said that classes and schools were evacuated along with their teachers in England, France,

(Concluded on page 68)

¹James M. Ridgway, "Education's Policy for Planning and Action in Civil Defense," American School Board Journal, CXX (March, 1950), p. 25.

Fire Safety in Older School Buildings

FRANK H. GAGE

President, U. S. Fire Protection Engineering Service, Inc. Kansas City, Mo.

Today's American school boards sit down to a formidable task.

In the face of unprecedented enrollments (with more to come), sky-high building costs, and teacher shortages, they are charged with providing an improved level of education and safe school facilities for the children of their communities—all on limited appropriations. It is hoped that this article will assist them in obtaining firesafe accommodations for more students within the limits established by available funds.

The mammoth expenditures required for construction of schools in new residential areas alone have caused many a financial headache. In addition, public pressure and safety officials are demanding that older "firetrap" schools be demolished and rebuilt. Often the result is that funds sorely needed for construction in new areas are being used to replace old yet structurally sound buildings. No one will argue the fact that our children's safety is our first concern. But, there is some question concerning the wisdom of destroying substantial schools when they can be made firesafe and their useful life extended.

Today, industry looks to a fire protection engineer to assure business continuity and the safety of employees and property. Relatively few school boards have availed themselves of this professional service. Many older buildings that are hazardous are still being used while awaiting their turn for replacement. Actually, most of these buildings can be made firesafe for a small fraction of the cost of replacing only one building.

One example stands out in the writer's mind. It is a school of substantial masonry construction but with wooden joists and floors. The building was old but as sound structurally as the day it was built. Branded as hazardous by local officials, it was razed and replaced at a cost of \$825,-000. This building could have been made completely firesafe and continued in service for a cost of approximately \$35,000. And, the remaining \$790,000 would have built a time new school in one of the new outlying districts.

For the budget minded school board, the following facts should be invaluable:

- Nearly every school building that is structurally sound can be made firesafe
- The cost for complete fire safety is approximately 5 per cent of the cost for new construction of equivalent student capacity.

These facts suggest that no school building should be replaced *solely* because of its combustible construction, until new requirements for schools have been met. These facts further suggest that an overall fire-safety rehabilitation program might be one of the soundest items to be considered in allocating funds.

It is not the intent of this article to discourage construction of new schools. It is rather to encourage new construction and continued use of sound existing buildings in order to provide more total school facilities. Intelligent application of fire protection engineering principles offers school boards a sound and practical way to assure fire safety in older schools and also to stretch available construction funds.

Insurance Considerations

Since improvement in fire safety frequently results in reduced fire insurance premiums, a discussion of insurance seems in order at this point.

It is generally conceded that in school buildings, the savings in insurance premiums will not return the *entire* cost of fire safety improvements over a reasonable period of time. But, some savings are generally possible. The insurance company or agent should be consulted to determine exact amounts for proposed improvements.

It should be recognized, however, that the building improvements required to obtain premium reductions are not necessarily identical with those required to achieve personnel safety. This is easily explained. Fire insurance premium reductions are allowed for improvements which are designed to prevent and limit monetary losses to the building and its *insurable* contents. In contrast, personnel safety is achieved by improvements which provide

BRYANT, OKLA., SCHOOL BURNED, OCT. 20, 1954



(Associated Press, Photo.

Had this old school been renovated to make it as completely fire safe as possible, total destruction would not have occurred, and the school budget would not be upset by the unplanned for expense of building a new school.

for the safe evacuation of the building's human occupants.

Frequently, the expenditure necessary to provide adequate pupil safety is much less than that required to obtain a substantial insurance premium reduction. Fire safety is imperative. Insurance premium reductions are desirable but not imperative. It is suggested that the school board should first implement measures to assure child and teacher safety and then decide what degree of protection should be provided for the building itself. The latter decision might be based on expected premium reductions, actual economic value of the building in question, and the urgency of keeping it in use.

Qualified Engineering Assistance

As with any other expenditure of public funds, it behooves the school board to secure the best available professional advice for its fire protection problems. An alert fire department will make periodic inspections of school properties, supervise fire drills, and instruct in the use of portable extinguishers. However, the complete development and supervision of an integrated fire-protection program is an engineering problem and should be approached accordingly. The school board that is desirous of such a program should look for help to a qualified fire protection engineer educated in engineering fundamentals and experienced in his specialty.

Fire protection engineering talent is generally available from three sources: (1) qualified and reputable fire protection contractors, (2) engineering departments of fire insurance companies and agencies, and (3) independent fire protection engineering consultants. By the very nature of their livelihood, fire protection contractors are generally disqualified to render impartial judgment since they sell one or more specific types of equipment and would be bidders on much of the work involved. Engineers with fire insurance companies are skilled in inspection and recommendation work but generally are inexperienced in the multiple aspects of fire protection design and cost estimating.

Independent fire protection engineering consultants are experienced in evaluating fire hazards, engineering practical corrective measures, estimating costs, and supervising over-all fire safety improvement programs. They are perhaps in the best position to satisfy a school board's needs.

It should be noted that advice from any of these three sources is better than none at all. However, the significant criteria are professional skill, impartiality, and the ability to relieve the school officials of the details and complexities involved in executing an effective fire safety program.

The names of qualified fire protection engineers or engineering firms can be obtained from the Society of Fire Protection Engineers, 60 Batterymarch Street, Boston, Mass.

Determination of Needs

The first and most important step in every fire safety program is the hazard evaluation survey which should be conducted by the fire protection engineer. A separate report should be prepared for each school building and should include the following items:

- 1. Description and analysis of each existing hazard
- 2. Recommendation for correcting each hazard listed in order of severity
- 3. Cost estimate for each recommended corrective measure

A summary report should also be prepared covering the entire school system. This report would outline a suggested procedure for carrying out an integrated program. If desired, the program could be divided into increments so that the expenditures might be budgeted out of operating or maintenance funds and thereby spread over several years. Of course, the most severe hazards should be corrected promptly.

This summary report should also present recommendations to the school board for establishing an effective self-inspection program and a personnel fire safety instruction program where such are nonexistent. While inspections are made frequently by insurance companies and local fire departments, inspections conducted by conscientious school personnel are sometimes more effective since these persons are more familiar with the buildings and their current uses. The frequent occurrence of locked fire exits is one example to emphasize the need for increased fire consciousness among teachers, custodians, students, and board members.

Implementing the Program

The individual school evaluation reports and the summary report would serve as the basic plan for the entire fire safety rehabilitation program. The school board,



assisted by the fire protection engineer should decide on the extent of the program to be executed and develop a schedule for completing all corrective measures

The proposed corrective measures may generally be divided into two categories; those that can be accomplished by school maintenance crews and those that must be let to private contractors. The fire protection engineer should assist in assigning each measure to the applicable category.

Those measures to be accomplished by school personnel should be completely outlined and supervised by the fire protection engineer so that the desired result will be attained with minimum cost. Included in this category would be such items as electrical maintenance, improvements in house-keeping and combustible storage facilities, maintenance of heating systems, applications of fire retardant paint to combustible building surfaces, minor fire partition construction and flameproofing of combustible furnishing and decorations.

Work to be done by private contractors should be planned and specified by the fire protection engineer in co-operation with a local architect. Fire water supplies, automatic sprinkler systems, fire detection and alarm systems, and architectural features such as stair enclosures, fire partitions, fire doors, and fire escapes all are examples of work in this category.

The entire fire safety rehabilitation program should be developed and carried out in co-operation with the local and state fire prevention authorities and the insurance interests. The fire protection engineer will provide valuable assistance in maintaining close liaison with these authorities.

Finally, the school board should avail itself of the fire protection engineer's knowledge in the planning stage of proposed school buildings. Architects engaging in active practice cannot generally keep abreast of all developments in the fire prevention and fire protection field. However, consultation with a fire protection engineer will enable them to design for greater safety without increasing construction costs.

There are ample published rules and regulations concerning fire safety in schools. However, these are necessarily generalized for all types of buildings. The fire protection engineer applies the principles embodied in these rules to a particular building situation identically as an architect adopts building code provisions to a specific structure. In either case, the building owner benefits by the expert interpretation.

The total cost of a properly engineered fire safety rehabilitation program in older school buildings is not as high as many school boards have been led to believe, and the results of such a program can yield greater safety for our school children, more effective use of funds, and thus a satisfying fulfillment of community responsibilities.

A Design for Seeing

JAMES R. GREGG

Optometrist Los Angeles, Calif.

There are 6,000,000 children in grammar schools in the United States who have uncorrected visual defects. This number can be, and is being, reduced by modern school-room design with its scientific illumination, balanced color scheme, postural desks and chairs, and other healthful factors which contribute to easy seeing.

Important as good environmental conditions are, a complete "design for seeing" must provide something more. The child must have good visual function in order to benefit from the "ideal" classroom. A system must be provided to detect those children who do not have the necessary vision to achieve properly even in a near-perfect environment.

Studies show from 10 per cent to an amazing 70 per cent of grade school children require visual care. The variation in the number depends partly upon the standards used in the survey, and partly upon the characteristics of the school itself—that is upon the seeing environment in which the children work, as well as the efficiency of the school's vision screening program. A characteristic pattern is the increase in the percentage in the higher grades, twice as many sixth graders as first graders may be found to have visual defects.

Why does such a high percentage of youngsters have defective vision? Do poor schoolroom conditions produce these defects? Some comprehensive studies have concluded with a positive yes to this question, while others have tried very hard to say no. However, this academic controversy can be avoided. The plan of action can be determined without an unequivocal answer as to whether or not poor seeing conditions cause visual defects.

No one argues that easy seeing conditions are undesirable. It has never been recommended that inadequate light, poor posture, and low contrasts are good for vision. So the scientific question can be side-stepped. Maybe schoolroom conditions are truly to blame for the prevalence of children with defective vision — but even if they are not, good structural design and environment are still a necessity.

Head tilt to avoid glare, unnatural viewing angles, working too close or too far, shadows, low contrast, unequal brightness in the two eyes, details of the task too small, and similar factors make seeing difficult. When these things happen, achievement drops — reading is slower, errors are made, and comprehension suffers. The child who already has a visual difficulty is handicapped even more.

The child's visual functions are developing in his early school years, he still has to acquire some visual skills for reading. This learning will not be enhanced by difficult conditions. The muscular skills of the eyes, their ability to work together, and their agility in changing focus may be, if anything is, affected.

The poorly constructed classroom might in such terms be producing visual damage to its occupants, at least it is making performance difficult for them. Good schoolroom design is essential for easy seeing. The illumination expert, the architect, and the construction engineer can, and do, provide the necessary factors for comfortable vision.

A new building or remodeling program is not alone sufficient for some children. High visual achievement depends of course upon the quality of function of the receiving mechanism, the eye, as well as upon the seeing environment. In faulty vision, blur and eyestrain occur no matter how perfect the classroom. The engineer and the administrator do not want their work to go for naught for this reason.

Even in modern schools the number of undiscovered vision problems is high. Some of these problems are minor, and the child may be getting along in spite of them by extra effort. For other youngsters, it is a serious handicap which retards school achievement.

The usual school vision tests are sometimes not adequate, nor frequent enough, to discover all the children who have visual difficulties. This is not being critical of the schools; they have lacked time, money, and technical assistance to provide a perfect vision test for all pupils. The nature and variety of visual problems makes it difficult to detect them by simple, easily administered tests.

One solution to the problem was developed in Culver City, Calif., by co-operative efforts of four Service Clubs. Rotarians, Kiwanians, Optimists, and Lions have worked hand in hand to detect the pupils who need visual care. Nearly five hundred such cases were found



The Culver City Sight Conservation Clinic, sponsored by four local service clubs, has within the past two years detected nearly 500 pupils who require visual aid.



Good illumination, proper posture, and necessary corrective care are requirements for efficient seeing.



Immediate correction of visual defects is essential in the growing youngster before school progress suffers.

in the past two years. These children, after proper visual care, have the opportunity to achieve normally, to keep up with youngsters of their own age. For some of them at least, serious consequences have been averted.

Joanne changed from low C grades to honor roll pupil in a few months after her visit to the Culver City Sight Conservation Clinic, "We were amazed to find that Joanne's vision needed correction," said her mother. "There has been tremendous improvement socially and scholastically since she received optometric care. Her poor achievement might have continued for some time if it had not been for the great work of the Sight Conservation Clinic."

The problem of vision testing of school children was no more or less acute in Culver City than elsewhere. Every community could benefit from a project which would provide careful visual screening of its youngsters, if it is not already being done.

The Clinic provides a 15-minute visual survey — not a complete examination — but enough to determine if the child needs visual care. The clinic is staffed by optometrists in the community who donate one morning a week. The child is referred out if it is found that his vision is below that necessary for schoolwork, and good visual health. No advice is given nor lenses prescribed.

The plan is operated through the schools. If the parents wish to have the child examined at the clinic, they must sign a consent form. The child is excused from class, tested, and a report sent to the teacher and school nurse. The parents are then notified and it is up to them to obtain further care.

Superintendent Jack R. Singer of the Culver City Unified School District reported, "From the data that we have on file at the school, it is apparent that a large percentage of students needing visual care were discovered by the Sight Saving Clinic." Pleased with the progress made, he added, "The teachers report considerable improvement in the class-

room work of the children who have arranged for visual care."

The program has been so worth while from a Vision Conservation viewpoint, that the Los Angeles County Optometric Association granted the project its annual Award of Merit for 1953. This award is given for outstanding service in the interest of the public's visual welfare.

Co-operation includes more than Service Clubs. The city provides the space rent free, in its Veteran's Memorial Building. The PTA furnishes the clerical assistance. Mrs. Edna Larkin, PTA Council President, explained, "I have taken sample opinions from about thirty key Parent-Teacher leaders, there is unanimous approval and support of the Sight Conservation Clinic. The Culver City PTA Council is proud to contribute its efforts to this worthwhile cause."

There are a number of ways to solve the school vision screening problem. The Culver City method is ideal from the standpoint of its thoroughness, besides its cost is low and the time given to each child is high. Another desirable feature is that a child in need can be referred for study at any time, not only on some given day, say once a year. From an administrative viewpoint, the plan would have a serious drawback; that is, the time involved, and the high cost if the testing were done by paid personnel.

An adequate screening test could be operated by lay personnel. Teachers and nurses can be trained to do the work. Specialized courses of instruction for this purpose have been developed in several states. There are screening methods and instruments available for school use. None of the methods is perfect, some percentage of error of referral is always present.

Accuracy and effectiveness are highest, and cost in the long run is lowest, if the screening test is given to all children by trained lay personnel; and then the children who fail, or others referred by the teacher, are briefly re-

tested by a vision specialist. The expert's time is spent only with those youngsters most likely to have vision problems.

When the assistance of vision specialists is not available, the screening program must of necessity stand on its own merits. In general, the finer the mesh of the screen, the more children who need help are detected, but at the same time the percentage of incorrect referrals increases. Community education and PTA co-operation are necessary to avoid the difficulties which this will create.

The Snellen letter chart is perhaps still the most widely used screening device. It is an excellent test, it seldom refers a person who does not need care. At the same time, it passes many individuals who do not have good visual achievement. Today it is commonly known that clear distance vision alone, does not mean that vision is perfect.

If it is not possible to provide more than a Snellen letter test, then extensive parent-teacher education concerning the symptoms of vision problems is essential. The pupil with a vision problem who does pass the Snellen test, will generally have symptoms. Observant parents and teachers, along with records of school achievement can be more reliable than any screening test.

Screening can be as extensive and expensive, as time and budget permit. But the cost will produce a savings in the time of the teachers who would otherwise have to give special help to certain of the poor achievers, or the reading class teacher whose work might be reduced. The gain will be in progress, happleness, and well-being of the children who are benefited.

A complete design for seeing should include the finest classrooms available, the most effective visual screening program possible, and thorough parent-teacher education on the pertinent matters of children's vision. Only then will every child be enabled to fully utilize the opportunity for learning and development which school offers.

School Board Journal

A Periodical of School Administration William C. Bruce, Editor

ST. PAUL WORKSHOP

THE Second Annual School Board Workshop for and by leaders of state and local school board associations gave evidence of several facts and tendencies which are worthy of note. The workshop, held October 29-31, brought into action several hundred leaders who reflected in their astonishingly able discussions of the three present major problems of local school administration, the vast strength for education and democracy that now resides in the memberships of the local boards of education. No professional group of teachers or administrators could discuss the present over-all difficulties of the American public schools - the planning and erecting of new school plants to supply the critical shortage: the terrific job of finding and training people to fill the gaps in the teacher supply; the growing crisis of financing the operation of the schools and the school construction programs — than did these laymen, school board members, and officers of their own state associations. The summaries of their discussions and their recommendations for action on the part of their organizations through changes in local policy and state legislation reflect a common-sense but exceedingly forward-looking approach to the widespread difficulties which vex school systems. Running through the three days' discussions were constantly repeated references to the fact that in some nine thousand communities the school boards are using citizen committees and other lay groups as means of keeping the schools close to the people, as strong liaison channels for opinion and support. More than ever, the school boards of the country deserve to be respected and honored for the indispensable work they are doing for American education.

FORMALITY IN MEETINGS

THE St. Louis board of education has recently adopted a plan of holding open meetings of its members sitting as a Committee of the Whole. For some unrevealed reason, the plan is believed to be a step in the direction of unit reorganization of school administration under which the superintendent of schools is to be the professional chief executive and the now co-ordinate officers of building commissioner, auditor, and secretary-treasurer are to be assistants to the superintendent and are to report their recommendations through him to the board.

The new meeting plan has released the board from the formality and the consequent delays of a legalistic form of conducting its business and of observing strict parliamentary procedure. Wider freedom of discussing matters before the board is provided, and the sharp limitations of Robert's Rules of Order are removed so that matters which have not been presented in a formal motion may be discussed. Even the president of the board may have his say in any discussion.

The meetings are public and in this respect replace private gatherings of the board which in the past preceded the formal stated meetings.

The informal type of board meeting requires great skill and patience on the part of the chairman lest the board wander widely from settling immediate matters in hand and waste its time in useless generalized discussions and equally valueless repetitions of detail. Boards of education are legal bodies and must for good legal reasons, conduct their business with a degree of formality that assures the schools of good administration and that permits a public record of permanent value to be made. The success of the St. Louis project depends largely on the ability of the chairman of the board. It will be watched with interest.

TEACHER MORALE

A STUDY of the opinions of New Orleans teachers, conducted by Prof. E. C. Hunter, reveals distinct improvement made between 1950 and 1953, in attitudes and morale on 43 crucial points which reflect happy and effective teaching service. In a number of important aspects, however, there is need for correcting policies and procedures of the board of education and of the professional administrative staff.

More than 95 per cent of the teachers believed the schools are doing a satisfactory job; at least 75 per cent of them said that they as teachers are increasing in teaching competence, are not restricted in their personal or social lives, and are enjoying the confidence, respect, and moral support of parents and citizens. From 50 to 75 per cent of the teachers indicated favorable attitudes on such items as job security, high professional standards, improvement in teaching skill, participation in educational planning, meeting pupil needs, retirement and pension provisions, freedom to speak on mooted issues, and supervisory assistance.

On the other hand, the poll revealed that more than 50 per cent of the teachers held unfavorable attitudes on such matters as excessive teaching load, lack of opportunities for advancement, adequate salaries, sufficient teaching equipment and supplies — in all on fourteen points.

As Professor Hunter concludes, teacher morale is affected by many factors "in constructive conditions and cooperative relations between classroom teachers and administrative officials." Teachers themselves must consider the improvement of their attitudes and morale a part of their responsibility. On their own initiative they can accomplish much for "their personal and professional growth and continued educational and cultural advancement." Both the board of education and the community can help by "increasing the support of the schools. providing better working conditions, encouraging teacher participation in policy-making, improving lines of communication between administrators and teachers, instilling confidence that promotions are made on the lassis of merit, and developing a high level of cooperative leadership.

SOCIETY RESPONSIBLE

Schools reflect the society they serve. Many of the failures we ascribe to contemporary education are in fact failures of our society as a whole. A society that is indifferent to its own heritage cannot expect schools to make good the indifference. A society that slurs over fundamental principles cannot demand that its schools instruct in abiding moral values. A society proudly preoccupied with its own material accomplishments and well-being cannot fairly expect its schools to teach that the snug warmth of security is less meaningful than the bracing venture of freedom. In all this, to reform our schools is to reform ourselves. — Henry Steeler Commacer.

Word From Washington

Problems and Progress in Rural Education

ELAINE EXTON

Belief that the solution of the school problems of rural America is essential to the well-being of the United States animated the discussions at the National Conference on Rural Education, held in the nation's capital, October 4–6, 1954, following the Ninth Annual Conference of County and Rural Area Superintendents.

County and Rural Area Superintendents.

More than 2000 educational leaders and delegates from school boards, farm organizations, PTA groups, and other public and private agencies concerned with rural life participated in the three-day meeting, called to evaluate progress since the 1944 White House Conference on Rural Education, consider crucial rural education problems that still exist, and discuss promising lines of action for the decade that lies ahead. The gathering was sponsored by the National Education Association through its Department of Rural Education. The U. S. Office of Education was associate sponsor.

Hallmarks of Rural Education

In his keynote address Howard Dawson, director of NEA's Division of Rural Service, termed rural education a distinctive field with unique and identifiable problems. A distinguishing characteristic in his view is its concern with adjusting curricula and instructional procedures to fit the experiences, environment, life interests, and needs of people living in rural areas and small communities.

Dr. Dawson perceived distinctiveness, too, in various administrative matters that particularly pertain to schools serving rural people, as, for example, reorganization of school districts, consolidation of schools, pupil transportation, operation of small schools, developing intermediate units of school administration, recruiting and preparing and retaining qualified teaching personnel, offering adequate education to disadvantaged groups, including the low-income people in agriculture, especially migratory agricultural workers.

Attributes of Rural Life

Many of the speakers referred to advantageous human and environmental characteristics due to values inherent in rural life. A representative of the Associated Women of the American Farm Bureau Federation, Mrs. Haven Smith, portrayed rural people "as distinguished by their stability and basic cultural traditions . . .

self-reliant (children are trained to shoulder responsibility) . . . possessing a spirit of neighborly helpfulness." She pictured the rural community as "the best place for children to get primary experience in the natural world in which they live."

the natural world in which they live."
Walter D. Fuller, chairman of the board,
Curtis Publishing Company, asserted that
businessmen expect to attract a substantial
part of their working force from rural
areas, because "these regions generate a
spirit of hard work, ingenuity, and a desire
to get ahead, which are exactly what every
intelligent businessman wants in his working force."

Citing estimates that four out of five of this nation's leaders throughout its history have come from a rural environment, Secretary of Agriculture Ezra Taft Benson pointed out that "most of our Presidents, even in recent decades, have come from such an environment — including our present leader."

Recognizing that rural areas are a training ground of the nation's leadership and will continue to be the source of a significant part of America's urban working force in years to come, John H. Davis, director of the Harvard University Moffet Program in Agriculture and Business, and others present stressed that urban citizens have an interest and responsibility in helping to provide adequate educational opportunities for rural people, especially through aiding needed state school finance legislation.

In fact more than half of the young farm men and women who reached maturity between the years 1940 and 1950 left agriculture for nonfarm employment and living before their twenty-fifth birth-day according to U. S. Department of Agriculture officials who expect this trend to continue.

Responsibilities of Rural Schools

In the opinion of U. S. Commissioner of Education Samuel M. Brownell the migration of 50 per cent of the children born on the land to urban areas and the increasing need for technical training for those remaining places an obligation on rural education to (1) provide those migrating to the cities with necessary training not merely to survive but to live productively in an urban environment as well as to (2) furnish those remaining on the land with the technical knowledge required for successful farming and with the education.

cation for citizenship that goes with the increasing responsibilities of today's farmer.

Secretary of Agriculture Benson called "the connection between education and successful farming crystal clear," declaring that "broadly speaking education adds up to income (since), in general, farmers who are high school graduates produce more than elementary school graduates, and elementary school graduates produce more than those with less schooling."

Measuring the Task

Rural education is indeed a major enterprise of American life as these figures furnished by Howard Dawson show:

Some 10,954,000 pupils — or about 43.2 per cent of the nation's total — are enrolled in public schools serving rural people. About 5,193,000 of these pupils — or 20.5 per cent of the national total — live in rural farm areas, while about 5,761,000 — or 22.7 per cent — live in villages.

Forty-seven per cent of the nation's teachers — about 467,000 in all — are employed in the public schools of rural America.

America's rural public schools annually spend approximately \$2.5 billion for current operations—about 39.5 per cent of the national total.

About 10,250 local superintendents and supervising principals, 977 superintendents of county unit systems, and 2,362 county and other intermediate superintendents administer rural schools.

Of the 17,000 school administrators in the United States employed with the title of superintendent or its equivalent, fully 70 per cent are rural administrators. In addition there are about 2,500 supervisors of instruction whose duties are chiefly rural.

A fleet of approximately 130,000 school buses transports about 8,000,000 pupils to and from schools daily throughout the school year. These vehicles travel around 6,000,000 miles each day at an annual cost of more than \$250,000,000 — or about 5 per cent of the nation's annual public school budget.

Credits and Debits

The following presentation of the disparity between educational opportunities in rural and urban areas and some of the gains achieved in correcting these inequalities in recent years has been culled from information submitted to the National Conference on Rural Education by recognized experts.

Finance

Progress Made. For the first time in U. S. history the amount of expenditures for education in rural areas, taking the country as a whole, compares favorably with urban expenditures. It is still true, however, that the greatest lack of educational opportunity in the nation is found in rural areas of low-income and meager tax resources.

Ten years ago per pupil expenditures were \$86 and \$124 for rural and urban pupils respectively in terms of average daily attendance, today the comparable estimates are \$244 and \$246. Whereas ten years ago rural pupils, who constituted more than half of the nation's children, got only 38 per cent of the available school dollars, today they represent 39.5 per cent of America's children and obtain 39.5 per cent of the school funds.

The states now furnish over 37 per cent of

this money as compared with 31.3 per cent in 1942. This comparison gives a more favorable impression than is actually the case since it includes a quarter of a billion dollars annually for school transportation which cannot be used for other purposes.

Persistent Problems. In 1950 the rural-farm areas of the United States which had 20.5 per cent of the nation's children aged 5 to 17 years received only 10.1 per cent of the national income. For the United States as a whole the income per child of school age is 2.3 times as great for the nonfarm population as for the people living in farm areas—\$8,622 as compared to \$3,750. Also the taxable property in rural school districts is too often inadequate to support the number of children to be educated.

Frank W. Cyr estimates that an additional sum totaling more than \$677,000,000 would be required annually just to bring rural teachers' salaries up to the level urban teachers get.

As of September, 1952, according to U. S. Office of Education statistics based on its School Facilities Survey in 43 states, 59,300 school districts with less than 500 pupils each and an over-all enrollment of 4,600,000 reported school-building needs totaling \$1,932,-000,000. A total deficit of \$955,000,000 was submitted by districts whose need for school construction exceeds their fiscal capacity. Most of the districts represented in these figures are presumed to be rural ones, but it is believed a number of county unit systems have not been included.

School District Reorganization

Progress Made. Reorganization of small school districts into larger administrative units more capable of providing the scope and quality of educational services required in a modern program of education has proceeded at an accelerated pace.

In the past ten years the number of local school districts in the nation has been reduced by more than one third. American school districts decreased from 127,529 in 1932 to 98,132 in 1948 to 66,472 in 1953. Only 55,335 districts actually operated schools last year. The remaining 11,137 either had no pupils or sent them to neighboring districts. Of 1088 school district reorganization proposals voted on in the nation during the school year 1952–53, only 93 were defeated. Whereas 108,000 one-teacher schools were in use ten years ago, there are now approximately 45,000.

Persistent Problems. The process of school district reorganization is not yet complete. In the opinion of NEA's Howard Dawson if school districts are organized as they should be about 10,200 of them would be enough. Though impressive strides have been made toward developing school districts that can efficiently provide a comprehensive program for rural people, many small districts remain which cannot do so.

A recent study of the Department of Rural Education of the National Education Association disclosed that eight states — Nebraska, Wisconsin, Minnesota, Michigan, Iowa, Missouri, Kansas, and South Dakota — have 37, 757, or 56.8 per cent, of the 66,472 school districts in the United States and 9332, or 83.8 per cent, of those that no longer operate schools. It was found that they include, moreover, 24,822, or 61.3 per cent, of the school districts that operate only elementary schools and 26,476, or 54.3 per cent, of Amer-

ica's 48,735 one-teacher schools. Whereas the rate of school district reduction in the past five years in the nation as a whole was 31.3 per cent these states experienced decreases that ranged only from .7 to 13.7 per cent.

Teaching Force

Progress Made. In 1953 about 38 per cent of the rural elementary teachers had college degrees—a standard attained 15 years earlier by urban teachers—while 95 per cent of the rural high school teachers held first degrees



and 20 per cent master's degrees. About a third of all rural teachers attend summer schools annually.

Then years ago the average salary of rural instructional personnel was \$967 as compared to \$1,937 for urban teachers. Today the average salaries are estimated to be \$3,000 for rural and \$4,450 for urban teachers. It should be borne in mind, however, that in view of the purchasing power of the dollar in 1954 as compared with 1944, these salaries are only worth \$1,557 and \$2,310 respectively.

Persistent Problems. The shortage of adequately prepared instructional personnel is greatest in rural America. Of the some 70,000 teachers currently teaching on emergency or substandard certificates, about two thirds are in rural schools — a disproportionate number since only 47 per cent of the nation's teachers are employed in rural areas.

Although the educational preparation of the average rural teacher has improved by one or two years of college training it is generally at least a year or two less than that of urban teachers. Nor are rural instructors paid as well. Half of the rural teachers in our country today receive less than \$2,484 annually, as compared to an average of \$3,605 for all classroom teachers.

Surveys made by the Illinois State Chamber of Commerce show beginning salaries in rural areas and in towns of 2500 population or less in many instances are \$600 per year under those paid beginning teachers in towns of 2500 population and above and report that the spread is even more noticeable in the maximum salaries paid rural and city teachers.

The fact that tenure and other professional employment benefits are more often lacking in rural areas or fall below standards prevailing in urban sections adds to the difficulty of securing and holding fully qualified personnel in rural posts. Too often city school systems or nonschool establishments that are able to offer more satisfactory working conditions attract the better ones away.

School Buildings

Progress Made. Although progress has been made a large task looms ahead. The existence of over 45,000 one-teacher schools is one evidence of this fact.

Persistent Problems. Not only are many existing rural school plants inadequate, but, according to M. L. Cushman, dean of the School of Education at the University of North Dakota, rural people also have more than their share of the nation's school-building shortage. Frank W. Cyr explains that this is due largely to population migration, reorganization of school districts which has made many school buildings obsolete and created a need for new construction, and the burden of financing facilities with inadequate local resources which has delayed essential construction and further accentuated the shortage.

Capital outlay for school buildings was cited as one of the few items in which rural schools consistently show larger per pupil expenditures than urban ones—a condition attributed primarily to the continued operation of inefficient school districts.

School Program

Progress Made. Rural schools have more and better teaching aids and equipment than they did ten years ago. The range and quality of the educational opportunities they offer have also increased markedly.

Persistent Problems. Nonetheless the general level of schooling needs improving in many rural areas. Better-rounded courses, more up-to-date equipment, as well as more adequate buildings and more effective teachers are required.

Such special educational services as supervision of instruction, audio-visual and library facilities, health services, guidance, vocational education facilities, instruction for exceptional children, can make the difference between a mediocre and high-quality educational program. In far too many instances, these services are lacking in rural communities.

Despite the trend to eliminate small districts, the average rural school employs three teachers for elementary schools and six for high schools. About 30 per cent of all operating districts employed nine or fewer teachers last year.

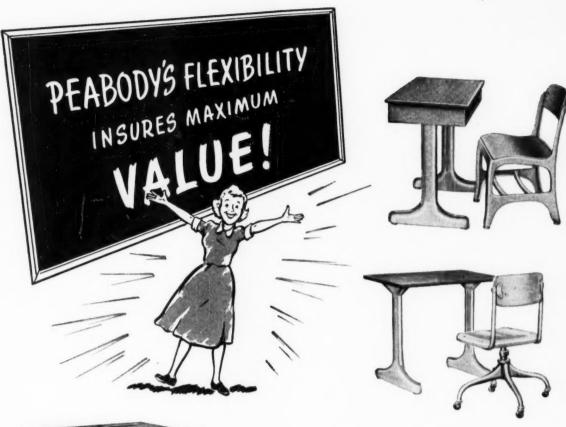
Moreover, as Vernon L. Heath, vice-president of L. S. Heath & Sons, pointed out, "many schools in rural areas still use obsolete wood burning stoves with poor outside ventilation, the center incandescent light fixture, outside sanitation facilities, and desks and equipment that no longer meet the needs of the modern educational world."

Educational Attainment

Progress Made. The educational attainment of rural Americans has risen. In 1940 only 31 per cent of the rural adult population 25 years of age and over had gone to school beyond the eighth grade, but in 1950 nearly 40 per cent had done so. Whereas in 1940 only 10.3 per cent of rural adults had had four years of high school education, in 1950 15.3 per cent had received that much schooling. The percentage of rural adults who were college graduates in 1950 was more than a third greater than was the case ten years earlier.

Opportunities for secondary education have been extended to an increased number of rural youth. In 1940 only 56.8 per cent of the 16-

(Concluded on page 68)





TODAY'S CHANGING NEEDS REQUIRE FLEXIBILITY

Pedestal type legs give more leg room—more units per row. Large roomy bookbox (18x24) with solid hard maple top.

Available with lifting-lid bookbox.

All tables with strong pressed steel pedestals—modern design.

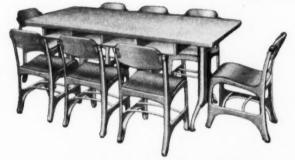
Typing table 18x30 (above) Bookkeeping table 22x32 (left) solid hard maple tops.

Companion swivel chair—with easters—posture back—3" height adjustment.

Large classroom and library table-heavy birch plywood

banded with hard maple. Available with large book compartments. Tops and height sized for every need—kindergarten through college. Companion chair—pressed steel posture seat and back,

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NORTH MANCHESTER, INDIANA

SEAL

GOOD WILL

CHESTER C. DIETTERT North Judson, Ind.

Good will is the essence of the Christmas spirit.

We may give all good gifts, but if good will is lacking we accomplish nothing. We may send many greeting cards, but if they are unaccompanied by a spirit of good will toward our fellow men it is but a hollow gesture — words falsely spoken. We may celebrate and feast, but if we lack the spirit of forgiveness toward our associates we have but empty noise and a full stomach. We may decorate with gay Christmas colors, but if we know not the joy in our hearts that comes from kind deeds toward the least among us the gaiety is but a sham.

Good will is shown first by the restraints we practice in our conduct toward our fellow men and second by the positive acts of kindness and genuine courtesy and respect toward others.

Good will does not disturb or wisecrack unseemly language; does not endanger others by acts of thoughtlessness; does not poke fun or poke fists; does not tease persistently; does not behave foolishly; does not embarrass or conduct itself noisily.

Good will is democratic, not dictatorial; it insists on justice and fairness to everyone; it does not hinder by blame but helps through co-operation and praise.

Good will aids the erring one to find the right road and does not flatten him with steam-roller character assassination tactics.

Good will cultivates hope and engenders a sense of achievement. It promotes the good and discourages the bad we do. Good will is always friendly, and it is alert to guide those who are confused and puzzled by the circumstances and difficulties of life.

Good will seeks out the distressed souls and opens the gates of understanding and sacrifice. It will sacrifice

for the common good.

Good will is never warlike; it is always peaceable. Without it there can be no peace for mankind. Individuals must express it at all times toward all races and creeds, else their nations cannot express it toward other nations. Good will starts with the individual. Good will is not retaliatory, but it is firm to avoid wrong.

Good will is kind, considerate, courteous, pleasant, and friendly; it believes the good and encourages those who would try to do it. Good will shows love, never jealousy, praise not blame, generosity not narrowness, tolerance not prejudice. Good will is never selfish; it sacrifices for the goodness of mankind as He did, whose birth we celebrate at Christmastime, and who through His life and teaching so perfectly exemplified: "Peace on earth to men of good will."

School Administration News

ADVISORY COMMITTEE

The most important undertaking in the schools of Batesville, Ind., the past year was the formation of an Educational Advisory Committee. The group comprises 15 persons, selected from the community at large, and represents a fair cross-section of the city. The major objectives—are (1) to familiarize more people with the educational program; (2) to give residents opportunity to express themselves regarding school affairs; (3) to inform citizens relative to the needs for an educational program; (4) to get community leaders interested in the total school program.

KEEP PUBLIC INFORMED

In Manito, Ill., the school board and administrative department of Unit Dist. No. 124 are interested in keeping the public informed on school business. As one means of doing this, the board holds a school-wide meeting every other month to which members of the community are invited and encouraged to attend. At these meetings problems of school nature are discussed. The plan has created considerable interest and plans are being made to create a school-wide advisory committee to assist with the meetings in the future.

The board also conducts a bimonthly gettogether of all teachers, board members, janitors, cooks, and bus drivers, at which time a short program is given, followed by a social

hour and refreshments.

STAGGERED-HOUR CLASSES

The schools of Santa Ana, Calif., which are faced with an increase of oversize classes, have established so-called staggered-hour classes in the elementary schools to assist the reading program in oversize primary grades.

In four classes at Lowell School, teachers are instructing half of their pupils in reading at the beginning of the day, and contributing an extra hour for other pupils at the close of the school day.

In two first-grade classes and two thirdgrade classes, with from 34 to 37 enrolled, a

grade classes, with from 34 to 37 enrolled, a similar extra-time program is held.

One half of each class comes to school from 8:30 a.m. to 1:50 p.m., and the other half reports from 9:30 to 3:00 p.m. The plan gives the class one hour each day with fewer children and allows the teacher to give more individual help in reading for both gifted and remedial pupils.

TEACHERS' RELEASED TIME

The Allegany County, Md., board of education has this year inaugurated a plan, giving teachers five half days' released time for participation in an in-service training program. The time may be used for such activities as faculty meetings, departmental meetings, curriculum work, home visiting, parent-teacher conferences, recording school data, and other work which the principal may deem necessary.

Letters are sent to parents announcing the schedule set for the released time so that they may have advance notice of the school closing and may make suitable arrangements at their homes. The plan also provides opportunity for arranging dental appointments, music lessons, and for taking care of other personal services.

It is believed the plan will have a good effect on teacher morale and will greatly strengthen the in-service training program.









"I've never seen a school with better daylighting,"

says Thomas J. Kelly, Ed.D., Superintendent of Schools
West Mifflin Borough, Pa.

Look at West Mifflin Borough if you want to see a fast growing community. The population is expected to *triple* in the next ten years. The borough is facing this problem head-on, with a fast-stepping school building program.

Latest school to be put into service is the Edison Junior High School shown here. This is a *complete* school plant, with cafeteria, 600-seat auditorium, many special purpose rooms and a fully-equipped health suite for medical, dental and audiometric examinations.

But when you see the school and enter it, the first thing you notice is the superb daylighting made possible with PC Glass Blocks. After the school was erected, complete light distribution readings were taken and compared to other nearby schools. In the words of Dr. Kelly, "There was an amazing difference between the daylighting in this school and the others. We'll stack it up against any other school."

How about future plans? Dr. Kelly says, "We intend to continue the use of glass blocks for new schools and the remodeling of old ones, because they do promote the visual climate we want for children. Equally important is the low maintenance. We have had no breakage, and the custodian can wash the panels with a garden hose."

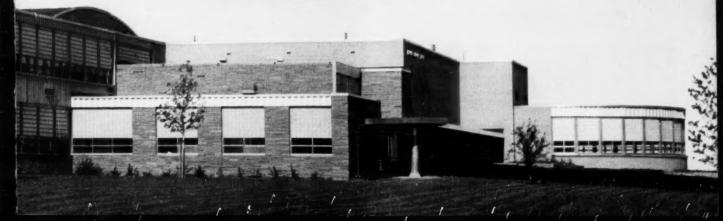
Do you want these advantages in your new schools? Ask your architect for more information or write Pittsburgh Corning Corporation, Dept. 124, One Gateway Center, Pittsburgh 22, Pa.

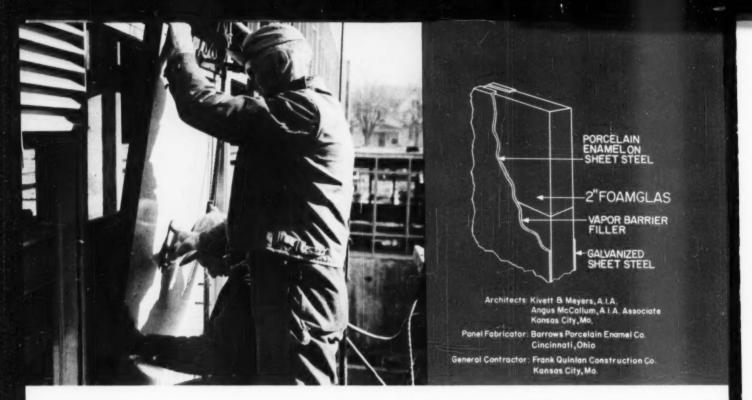
PC Glass Blocks

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Lightweight, waterproof FOAMGLAS proved ideal insulation for curtain wall panels at Douglass Elementary School, Kansas City, Mo.

Lightweight, waterproof FOAM-GLAS proved to be the ideal insulation for prefabricated curtain wall panels used on the new Douglass Elementary School, Kansas City, Missouri. This unique cellular glass insulation used as the core of porcelain faced panels for the new School, has been a major factor in making them a success.

The Douglass School panels were designed to secure ideal performance in non-load bearing curtain wall construction. They had to be light, rigid and weather-proof, with consistently good insulating qualities. They had to be free from possible deterioration and the formation of moisture traps.

They must also be fireproof, verminproof and require little maintenance. FOAMGLAS is the only insulation that meets all these requirements. Here's why:

Since the sealed glass cells of FOAMGLAS are impervious to moisture, its insulating performance is consistent and long-lasting . . . reducing costly maintenance and replacement. In addition, this unusual insulation is light, yet strong and rigid. It is fireproof, vermin-proof and acid-proof.

You too, are sure to find FOAM-GLAS the ideal insulation for panel or other construction. Let us send you a sample and complete informa-



tion on how you can best use FOAM-GLAS to meet your insulating needs. Write today telling us the use you have in mind.

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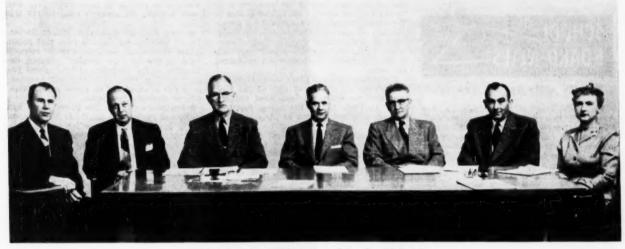
the cellular, stay-dry insulation







Pittsburgh Corning also makes PC Glass Blocks



The Board of Education, Lincoln, Nebraska

The Lincoln Board of Education consists of elected members who are ultimately responsible for the operation and maintenance of the public school system. Members serve without pay in the discharge of their duties and welcome the co-operation and suggestions of all citizens for a better educational program for the children of the community.

Left to right: Dr. Steven N. Watkins, Superintendent of Schools; Robert C. Venner; Dr. Paul M. Bancroft; Elmer E. Magee; John P. Senning; Warren H. Parker; Mrs. Roscoe S. Hill.

SCHOOL LAW NEWS

SCHOOL PROPERTY

An action of the superintendent of schools whereby the bureau of supplies invited bids for agreements to sell class photographs at agreed prices and terms to students was not inconsistent with a school board regulation which provided inter alia, that arrangements might be made with the contractors under direction of the principal, for the sale of such class articles, and that the principal should provide for approval by pupil representatives of any decision affecting the choice of articles and terms of purchase, and local photographic studios were not entitled to an order compelling the enforcement of the regulation.—Delma Studios v. Clauson, 131 N.Y.S. 2d 801, N. Y. App. Div.

An incorporated school district is not a municipal corporation, but occupies the same legal status as a county, engaged in a governmental function in the operation and maintenance of its schools, and in the absence of a statute, is not liable for damages to private interests by the construction of public works and improvements, which includes acts constituting nuisances.— Barnett v. City of Memphis, 269 Southwestern reporter 2d 906, Tenn.

SCHOOL TAXATION

The powers of a school district to levy taxes are limited to property within the boundaries of the district at the time of the levy, and any attempt to levy a tax on property in the territory detached from such district is illegal. — People ex rel. Davis v. Spence, 120 Northeastern reporter 2d 565, Ill.

Under Texas law, an ad valorem tax was properly levied by the board of trustees of an independent school district by mere verbal motion made, adopted, and entered on the minutes by the board, and the levy was not required to be reduced to writing before being acted on by the board.—Port Neckes Inde-

pendent School Dist. v. R.F.C., 121 F. Supp. 561, Tex.

EMPLOYMENT OF TEACHERS

Under a Washington statute requiring a school board to notify a teacher if it decides not to renew the teacher's contract, where such notice was sent by registered mail but was not received by the teacher, her contract was conclusively presumed to have been renewed for the ensuing school year. RCW 28.67.070.— State ex rel. Welch v. Seattle School Dist. No. 1, King County, 272 Pacific reporter 2d 617, Wash.

School district trustees in Idaho will be

School district trustees in Idaho will be presumed to have properly exercised their discretion and acted in the district's interest in ordering a teacher to teach in another school than that in which she desired to continue teaching and discharging her after her refusal to do so, in the absence of allegations or facts supporting charges in the teacher's complaint that the trustees acted capriciously, arbitrarily, maliciously, without just cause or reason, and under pressure of small minority group, though they adopted the view of the minority.—Bullock v. Joint Class A School Dist. No. 241, Idaho, Adams and Lewis Counties, 272 Pacific reporter 2d 292, Idaho.

Where a teacher, who had been employed to serve "at discretion" in the public schools of the city, declined, on ground of self-incrimination, to answer questions before the U. S. Senate subcommittee inquiring whether he was a member of the Communist party and had engaged in certain Communist activities, the school committee did not exceed its powers in dismissing the teacher after notice, charges, and hearing. GL (Ter. Ed.), c. 71, § 30; § 30a, as added by Sts. of 1935, c. 370, § 1; §§ 37, 38; §§ 41, 42, as amended. — Faxon v. School Committee of Boston, 120 Northeastern reporter 2d 772, Mass.

SCHOOL DISTRICT PROPERTY

The purchase of a designated site and the construction of a schoolhouse thereon are not separate and unrelated matters, and their combination as a single question to be voted upon

was not in violation of a constitutional provision that all elections shall be free and equal. S.H.A. ch. 122, § 5A-13; S.H.A. const. art. 2, § 18. — Roll v. Carrollton Community Unit School Dist. No. 1, 121 Northeastern reporter 2d 1, 3 Ill. 2d 148.

Notwithstanding the use of the singular "a schoolhouse" in a statute empowering a board to build a schoolhouse, the proposition may submit to the voters a single question for the financing of several such buildings. S.H.A. ch. 122, §§ 7-17; 19-3. — Roll v. Carrollton Community Unit School Dist. No. 1, 121 Northeastern reporter 2d 1, 3 Ill. 2d 148.

Northeastern reporter 2d 1, 3 Ill. 2d 148. Subject to a requirement that the board of education must act in good faith and within reasonable limits of its discretionary power, the board of education has the right under a provision of the Education Law authorizing it to dispose of the property of an existing district with the approval of the majority of the qualified voters of the district, to select that sale of realty which, in the judgment of the board of education, will best serve the interests of the community, and is not required to sell the realty to the highest bidder. N. V. Education Law, § 1804, subd. 6. — Application of Ross, 132 N.Y.S. 2d 760, N. Y. App. Div.

Education Law, § 1804, subd. 6.—Application of Ross, 132 N.Y.S. 2d 760, N. Y. App. Div. As respects the matter of conservative fiscal management and good faith incurrence of a deficit necessitating the issuance of funding bonds, a board of education should reduce its annual budgets by the amounts of the previous deficiencies in anticipated collections. KRS 66.210, 66.220.—Patterson v. Board of Education of Larue County School Dist., 269 Southwestern reporter 2d 739, Ky:

TENURE OF TEACHERS

The New Mexico Public Employees' Retirement Act and the Teachers' Retirement Act provide for different types of retirement programs which are not mutually exclusive in operation, and any employee who qualifies may come under the provisions of both acts. N. Mex. Comp. laws of 1941, §§ 10-601 et seq. 55-1101 et seq. — State ex rel. Public Employees Retirement Board v. Mechem, 273 Pacific reporter 2d 361, N. Mex.

SCHOOL BOARD-NEWS

RULES AND REGULATIONS

The school board of Philadelphia, Pa., has revised its bylaws relating to absences of school employees due to personal illness. As amended, the rules provide that whenever an employee is absent due to personal illness he or she must be paid full salary for each day of absence for a period of five days. Such leave is cumulative from year to year, but does not exceed 20 days' leave with full pay. If the absence exceeds three consecutive school days, the application must be accompanied by a physician's certificate stating the nature of the illness. The maximum period of absence is one year provided that there is full salary loss for days of absence after the days allowed are exhausted.

★ St. Louis, Mo. The school board has approved a series of rules designed to improve the board procedures, including the abolishment of standing committees. As a step toward unit control, the board has replaced its three standing committees with a committee of the whole. The board meets twice monthly to act on school matters in advance of the regular meeting.

SCHOOL BOARD NEWS

★ Champaign, Ill. The school board is following very strict purchasing procedures, applying good sound business methods to the financial operation of the schools. It means

that all purchases made by the board are made by the business office; a requisition is filed in the superintendent's office, signed by a principal or a director. A purchase order in quadruplicate is then made out. The original copy is sent to the vendor and one copy goes back to the department or school which originated the order.

when the supplies or goods are received, the person receiving them must sign on the pink copy that the order has been filled and the goods received. All of the forms must be promptly returned as soon as the material is delivered.

★ Noblesville, Ind. The school board has increased the requirements for high school graduation to 34 units. A new policy has been adopted, providing released time for young men teachers who volunteer to work in the boys' club in late afternoon.

★ Metamora, Ill. The board of education has adopted for official use a new teachers'

★ Metamora, Ill. The board of education has adopted, for official use, a new teachers' handbook developed by the principal from board policies and minutes of board meetings.

★ The school board of Arkansas City, Kans., operates as a committee of the whole and dispenses with standing committees. The board has adopted a new policies handbook, to be issued in printed form in the near future. The former handbook was issued in 1950.

former handbook was issued in 1950.

The school board at Brevard, N. C., has appointed 75 business, professional, and civic leaders to serve on an educational advisory committee for carrying out recommendations of a survey committee for the expansion of the school system. The schools have become overcrowded and there is need for additional facilities. The board has \$250,000 available for school building needs.

★ Long Beach, Calif. Seven thousand school children were inoculated with Gamma Globulin on October 16, in an effort to head off a possible polio epidemic. All children under 15

years were eligible to participate. Five new cases brought the county's total to 119 this

★ State Attorney General F. Elliott Barber, Jr., of Vermont has recently ruled that public school children in the state may be released from classes for "off premise" religious instruction at the discretion of local school authorities. The religious instruction, however, must not be conducted on public school property or during school hours.

★ Des Moines, Iowa. The school board has

★ Des Moines, Iowa. The school board has authorized payment of \$30,235.27 in premiums to 58 insurance companies for 1954-55 fire and extended coverage insurance for school buildings and equipment. The insurance covers 123 building units with an 80 per cent valuation for insurance of \$22,167,035 to November, 1955. The insurance is handled by two committees of three members each and is spread on a 58 per cent allocation among the 59 insurance agencies.

★ The school system of Dallas, Tex., is given a guarantee of getting good physical education, due to the fact that Van M. Lamm, a member of the school board, was formerly a professional baseball player in the Texas league. He recently was elected chairman of the board's athletic committee.

board's athletic committee.

**Ionia, Mich. The school board has approved the use of school buildings by groups for political meetings, provided these groups follow the board policy of rental payments and proper advance notice.

**Teachers in the public schools are urged

★ Teachers in the public schools are urged to teach religion. Dr. Eugene C. Blake, of Philadelphia, Pa., speaking before the New York State School Boards Association on October 25, in Syracuse, said that teachers fear to express faith in God in the classrooms but unbelievers are spreading their thoughts in the schools. He said that there is a great need for reclaiming religion in American education in order to prevent fascism and communism.

★ No flareup has resulted from the program of desegregated schools in Dallas, Tex., according to the school authorities. No threat of any type of violence has been reported to date and all agree that desegragation must take place under the law. Credit for the situation is given white and Negro people and the influence of their wise leaders.

★ Louisville, Ky. The school board has approved salary increases for all employees, amounting to \$500,000. The board is financing the increases with money from its operating balance, which was transferred to the contingency fund.

HOMEBOUND PUPILS

The board of education of the Mt. Vernon township high school, Mt. Vernon, Ind., has provided homebound pupils with a school-to-home telephone service. Pupils who are physically unable to attend classes may now participate in all class activities as well as school assembly programs. They may ask questions on the telephone the same as if they were in class.

EXPEDITING ITS BUSINESS

As a step toward unit administrative control of the school system, the St. Louis, Mo., board of education has begun to hold meetings as a committee of the whole. The meetings are conducted without the formality which marks the legal meetings of the board, and the new president, Attorney H. M. Stolar, takes part in the discussions and allows the members to speak without strict application of the rules of order. It is believed that the committee meetings will save an enormous amount of time by avoiding technicalities and procedural delians.



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SCHOOL **BUILDING NEWS**

SCHOOL CONSTRUCTION

During the month of October, 1954, school bonds were sold, in the total amount of \$160,-623,000. The average yield of 20 bonds of large cities was 2.33 per cent, a drop of 0.02 per cent from the previous month. The largest sales were made in:

California	\$12,496,000	New Jersey	\$ 5,922,000
Connecticut	15,742,000	New York	11,841,000
Illinois	8,783,000	Ohio	7,546,500
Louisiana	4,502,000	Pennsylvania	3,511.000
Michigan	14,973,000	South Carolina	20,144,000
Minnesota	7,445,000	Техая	6,617,000

During the month of October, 1954, contracts were let, for the erection of 48 school buildings, in 11 states west of the Rocky Mountains. The estimated contract price was \$31,676,156. During the same period 43 school buildings were reported, in preliminary stages

of planning, to cost an estimated \$34,850,000.

During the month of October, Dodge reported contracts let for 550 school buildings in 37 states east of the Rocky Mountains. The cost was \$154,462,000.

SCHOOL BUILDING

★ The Erlanger-Elsmere school board of Erlanger, Ky., has under construction a high school to accommodate 550 students. The building located on a 30-acre site, contains 22 classrooms, an auditorium, a gymnasium, a cafeteria, and a shop.

NATIONAL STATISTICS OF IMPORTANCE TO SCHOOLS*

Item	Date	Figure	Month
School Building Construction ¹ School Building Construction ² . Total School Bond Sales ³ . Latest Price, Twenty Bonds ³ .	Oct., 1954 Oct., 1954 Sept., 1954 Oct. 28	\$154,462,000 31,676,156 160,623,000 2,33%	\$ 182,253,000 44,069,810 91,854,550 2,35%
New Construction Expenditures ⁴	Sept., 1954 Oct., 1954 Aug., 1954 Oct. 26 Sept. 1	\$246,000,000 597 115.0 109.6 162,945,000	\$ 193,000,000° 595 115.2 109.7 162,670,000 ¹⁰

*Compiled Nov. 5, 1954
*Dodge figures for 37 states east of Rocky Mts.
*Il States west of Rocky Mts.
*Bond Buyer

Joint estimate, Depts. of Commerce & Labor

⁸American Appraisal Co., Milwaukee

¹⁰Including Armed Forces overseas

"U. S. Dept. of Labor

★ The New Castle-Henry township school corporation at New Castle, Ind., has com-pleted an elementary school building costing \$710,000. In January, 1955, the board will have completed one new building and two additions, providing 18 new classrooms. The program was financed with a building fund

of \$400,000 and a bond issue of \$300,000.

The board is now engaged in plans for a new high school to house 1800 students, and

to cost approximately \$3,500,000.

Arkansas City, Kans. The school board has two elementary school buildings under construction, to be completed during the

* Terre Haute, Ind. The school board has set up a 75-cent cumulative building fund, to

run for a ten-year period.

*** Sullivan, Ind. The school board has com pleted the remodeling of the high school build-ing, to include a chorus room and a band room. The stage has been remodeled to provide additional space for musical and dra-

*U. S. Dept. of Commerce
*U. S. Dept. of Health, Education & Welfare
*Previous year

matic productions.

The board recently awarded contracts for eight additional elementary classrooms, a teachers' lounge, nurse's room, and toilet fa-

teachers' lounge, nurse's room, and tonet fa-cilities. The addition will eventually become a wing of an entirely new school.

**Coakland City, Ind. The school board has set up a cumulative building fund of \$150,000 for the financing of needed school facilities.

A bond issue of \$97,000 has been called for, and \$500,000 is to be obtained from a holding

company.

★ Gloucester, Mass. The school board has begun preliminary plans for two elementary schools. The buildings will contain 30 classrooms and will cost a total of \$1,201,939.

Bloomington, Ill. The board of education has approved a \$3,000,000 building program.

calling for two junior high schools and two other structures. The voters will be asked to approve a bond issue for \$3,000,000.

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	G-E TEXTOLITE DESK TOP	Х				
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	OUTSIDE ROLL ON BOOK BOX EDGES	Х				
11 6	CONVEX EMBOSSING ON BOOK BOX BOTTOM	Х				X
II H	BOOK BOX AND CHAIR ADJUSTABLE FOR HEIGHT	Х	X	X	X	
	LONGITUDINAL FRAME ADJUSTMENT	X				
	CRADLE-FORM SEAT	X	X			
	90° SWIVEL SEAT	X	X	Х	X	
	AUTOMATIC SELF-LEVELING DEVICE	X				
GENTING COMPANY	HARDENED AND POLISHED RUBBER CUSHION GLIDES	Х			X	X
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School ADMINISTRATION in Action

REPORT RECORD GROWTH

The public schools of Santa Ana, Calif., have reported a record growth, with 1007 additional pupils on the primary rolls. This amounts to 72 per cent of the year's increase, concentrated in the first six grades.

Building of new classrooms to accommodate the anticipated growth has made it possible to absorb the initial impact of the September tide of pupils. However, the big problem is budgeting funds to employ new teachers and provide supplies and services for these additional children. It has been possible to employ only 17 additional teachers since September,

The 1954 growth is close to the forecast for 1955-56, with the greatest congestion in the first, second, and third grades. Class sizes are running high in all grades, with some classes running as high as 39 and 42 pupils.

ENROLLMENT PROBLEMS

The city of South Bend, Ind., has experienced the same enrollment problems which have plagued the rest of the nation. It has been possible to slightly alleviate the situation by some administrative procedures which have proved successful. As enrollment has progressively increased, seventh grade classes have been transferred to the junior high school buildings. In the case of the junior high schools, when space was available in the senior high school buildings. In one case, this was possible by building a large addition to the senior high school, which avoided building an addition to the junior high schools.

With the enrollment gradually moving up through the schools, it is probable that within the next few years it may be necessary to retain the seventh grades in the elementary schools, which would avoid the necessity of building facilities. The board has attempted to readjust faculties and building facilities in order to avoid the construction of expensive buildings in areas where the enrollment may decrease within the next ten to fifteen years, leaving vacant rooms and a need for facilities in the senior high school.

ORIENTATION WEEK

The school board of Ferguson, Mo., opened the school year 1954-55 with a week of orientation featuring four half-day sessions, under the direction of Dr. John Polley, of Teachers College, Columbia University, New York City. Dr. Polley discussed school and community co-operation and the measurement of the quality of education in schools. There was also a group discussion by teachers on various phases of the school curriculum.

HOWDY TEACHER DAY

In Michigan City, Ind., the Chamber of Commerce and the Women's Civic Association united to conduct a "Howdy Teacher Day." On Saturday, September 11, all teachers new to the school staff in the public, parochial, and other schools were the guests of these two civic organizations. Following a coffee hour at nine o'clock, the teachers were taken on tours of the city. Luncheon was served in a local hotel, with representatives of business and industry as hosts and hostesses. The plan provided an opportunity for incoming teachers to become familiar with the city, some of its history, and also to meet personally a number of the citizens.

JOINT HIGH SCHOOL

A new joint high school organization, the Columbia City joint high school, has been formed in Columbia City, Ind., with the merging of five townships and the city of Columbia. Plans have been started for a high school building to accommodate 875 students in grades nine through twelve. The building is to be completed and ready for use in September. 1956.

ABREAST OF ENROLLMENT

The school board of Ferguson, Mo., is moving ahead with its building program to keep abreast with the increased enrollment. Three schools are nearing completion, two are on the drawing boards, and three more have been approved.

SIX-YEAR PROGRAM

The board of school trustees of Greenfield, Ind., has issued an eight-page brochure, illustrating and describing its new six-year building program for the period of 1954-60. The program calls for a six-room grade school building, a junior high school, and new furniture and equipment, to cost a total of \$619,-000. A cumulative building fund levy of \$1.25 has been established for an eight-year period.

NEW DISTRICT

The metropolitan school district of Martinsville, Ind., formed in June, 1952, is a merger of four townships and the city of Martinsville. The original board consisted of four township trustees and three city board members. At an election in May, 1954, an entirely new fiveman board was elected on a nonpartisan ballot. The new members represent various occupations and all appear interested in the school problems of the district.

SCHOOL LUNCH PROGRAM

School children in Maine paid \$1,329,937 for school lunches during the past school year, or 51½ per cent of the total cost of the program. Federal subsidies and government donated commodities amounted to 35.84 per cent of the cost. During the year 1953-54, a total of \$2,545,580 was expended for the Maine program. Under the program, a total of 53,533 children in 252 towns and cities were served one of the lunches during the school year. The maximum charge to any schools, and 30 cents in high schools.

TEACHERS' WORKSHOP

As in previous years, in the Unit School Dist. No. 3, Taylorville, Ill., a one-week preschool workshop was held prior to the opening of the school year. The workshop seeks to orient new staff members and to complete the working plans for the new school year. The local education association co-operates with the administrative staff and the board in the operation of the workshop. Among the special events of the week are a bus tour of the community and school district, a get-acquainted dinner meeting for staff members and school leaders, conducted by representatives of community and church groups, and a pot-luck dinner for school employees members of the board, and their families.

OFFER COLLEGE STUDIES

The board of trustees of West Lafayette, Ind., has this year established special studies for high school students preparing for college entrance. Tests in English, natural science, and mathematics were given eleventh-grade students in May, 1954. The tests were used in establishing a sound basis for counseling of students during their senior year in preparation for college work.

The board, in co-operation with the high school faculty, has provided in addition to the four-year course in mathematics, a comprehensive course in algebra for students who desire to study four and one-half years of mathematics in the high school period. This is achieved by combining a one-half year course of advanced algebra with a one-half year course of college algebra.

In addition, the high school offers college algebra and trigonometry, and plans are being made for a course in analytic geometry or calculus. These courses are usually taught in the freshman year of college so that students may now enter college as second semester freshmen or sophomores.

HALT ABILITY TESTS

The New York City school authorities have discontinued the special promotion tests administered to kindergarten children for advancement to the first grade. It was decided to retain all pupils in the kindergartens until the fall of 1955. Principals may use their disaretion in "skipping" older and brighter pupils after a year or two of grade work. The rule was changed for the best interests of the pupils.

TEACHERS' HANDBOOK

A handbook for the teachers of Waukegan, Ill., has been prepared by professional school executives with the help of committees of teachers. Supt. Max W. Myers reports that the statement of policies embraces wide considerations of curriculum, state school laws, school building regulations, and salary schedules.



"Oh, you don't know me Teacher Smith . . . but I'm Dickey's mother."



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SCHOOL-BUSINESS **PUBLICATIONS**

Uniform Financial Accounting

For Iowa School Districts Paper, 84 pp. Research Bulletin 15. Published by State Department of Public Instruction, Des Moines, Iowa. Back in 1934, Iowa was one of the first states to prepare a uniform plan of state financial accounting.

prepare a uniform plan of state financial accounting. The present bulletin outlines the principles and procedures for accurately and completely recording the income and outlays of local school districts as required by the 1954 school laws. The directions to be followed by school accounts embrace: (1) the legal basis of school accounts; (2) the essential records, including the codifications of receipts and disbursements; (3) the school budget, preparation and educational purpose, and the expenditure program; (4) the board's financial statements; (5) the unit costs and their preparation; (6) a complete list of equipment and supplies and their classification; (7) duties of the school treasurer. A complete set of needed forms is appended. The system is planned for large school systems embracing a complete system of elementary, secondary, and higher schools, but is arranged to be condensed for small elementary school districts. The system which has been approved by the U. S. Office of Education has been prepared by a joint comof Education has been prepared by a joint com-mittee of the state department of education, superin-tendents of schools, secretaries of local school boards, and the state auditor.

Teaching Foreign Languages in the Elementary Schools

Compiled and edited by Carol L. Tyler. Paper, 24 pp. University Extension Division, University of Wisconsin, Madison 6, Wis.

The material in this publication, obtained from a conference held in March, 1954, presents the pros and cons of foreign language feaching for elementary school children. The publication reports that one or more torein languages are being stupish in the schools. once to region languages are being taught in the schools of at least 150 communities in 34 states. These programs vary from those in a single grade in one school to those in several grades in most of the schools. At least 145,000 elementary school children are receiving instruction in 700 schools.

City Government Finances in 1953

City Government Finances in 1953

Compiled by Robert F. Drury, Governments Div., Bureau of the Census. Paper, 139 pp., 70 cents. U. S. Government Printing Office, Washington 25, D. C. This report shows that the nation's 481 largest cities experienced record levels of revenue, expenditure, and debt in 1953. The total revenue of cities having 25,000 or more inhabitants reached a record level of \$7,099 million, or 8 per cent more than in 1952. Expenditures were \$7,281 million, or 8 per cent more than in 1952. Two thirds of the general revenue came from local taxes, which amounted to \$3,769 million, or 9 per cent more than in 1952. Sales and gross receipts taxes yielded \$624 million, and city licenses and other taxes \$378 million in 1953.

Public Education in Pennesylvania.

Public Education in Pennsylvania

Compiled under the direction of Maurice J. Thomas. Paper, 48 pp. The Tri-State Area School Study Council, University of Pittsburgh, Pittsburgh

Study Council, University of Pittsburgh, Pittsburgh 13, Pa.

13, Pa.

This booklet, presented as a basis for discussion, contains factual material concerning crowded classrooms, large enrollments, dropouts, cost of services and supplies, educational expenditures, per capita expenditures, and teachers' salaries. The booklet is intended to stimulate the thinking of citizens and school patrons relative to needed improvements in the way of additional school facilities, better school support, and higher teachers' salaries.

Teachers' Salaries in 125 Urban School Districts Over 100,000

Paper, 32 pp. Circular No. 9, September, 1954.
Research Division, National Education Association, 1201 Sixteenth St., N.W., Washington 6, D. C.
This circular lists and describes the salary-schedule provisions for regular classroom teachers in 125 urban school districts in which the population is 100,000 or more. All 18 cities over 500,000 (Group I) are represented. Of the 124 districts 100,000 to 500,000 in population (Group II), 107 or 86.3 per cent are included.

Most of the schedules indicate that teachers with less than four years' training are no longer ap-pointed, and that the provisions for lower training pointed, and that the provisions for lower training levels apply to those previously admitted with less preparation. Table A gives a distribution of the number of increments from minimum to maximum salary in the bachelor's and master's degree classes. For Group I the number of increments is 12 at both training levels, for Group II the median is 13 at the bachelor's level, and 14 at the master's degree level. On the bachelor's degree level, the amounts of increments are presented. The median amount is \$202 in Group I, and \$152 in Group II. It is shown that the median has risen in all cases—the increases ranging from \$187 to \$317. In Group I districts the median differential between the minimum for trachers with five years' training and those with four years'

with five years' training and those with four years' is \$240. The median differential in Group II is \$244. In 23 of the 125 school systems it is indicated that teachers are required to present evidence of additional professional training at set intervals to progress from the minimum to the maximum salary. In some dis-tricts credit is given for travel, committee work, and other professional activities. In 25 school districts temporary salary adjustments were granted to meet the increased cost of living. The report indicated that none of the larger districts had schedules providing supermaximum salaries based on efficiency ratings or other measures of merit.

Special Activity Fund Accounting

Special Activity Fund Accounting
Paper, 8 pp. Research Bulletin No. 15, 1954. Published by the State Department of Public Instruction, Des Moines, Iowa.
This bulletin has been prepared by a committee representing the Iowa State Department of Public Instruction, the school board secretaries, the school administrators, and the State Auditing Department. It outlines specific procedures to be followed in connection with an accurate and complete accounting of special school activity funds. It offers a complete system for the handling of special accounts, finances of clubs and organizations, athletic funds, insurance, school-lunch programs, music, tickets and admissions, the revolving account general fund, the special activity fund account, and describes and illustrates the various torms to be used for each of the special funds.

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TEACHERS SALARIES

MUNCIE SCHEDULE

The school board of Muncie, Ind., recently adopted a new salary schedule for 1954-55, which provides increases of \$200 on all steps

which provides increases of \$200 on all steps of the salary scale.

The schedule sets up salaries for four different groups of teachers. Group I comprising teachers with two years' training provides a minimum of \$2,975 and a maximum of \$3,775 in the tenth year. Teachers with three years' training receive a minimum of \$3,175 and a maximum of \$3,975 in the tenth year. Teachers with four years' training, a minimum of \$3,600 and a maximum of \$4,880 in the sixteenth year, and teachers with five years' training, \$3,750 and \$5,550 in the twentieth year. A minimum of \$3,600 and a maximum of \$4,888 is provided for teachers with of \$4,888 is provided for teachers with an A.B. degree, and a minimum of \$3,750 and a maximum of \$5,550 for teachers with five vears' training

AMESBURY SCHEDULE

Amesbury, Mass. The school board has adopted a new salary schedule aimed at stimulating college graduate study by teachers. The schedule provides for progressive increases for teachers doing graduate work beyond the master's degree. Those with 30 hours beyond their degrees will be eligible for annual salary increments of \$300.

TEACHERS' SALARIES

★ Woonsocket, R. I. AFL teachers, who had planned to go on strike, have accepted a com-

promise under which their salaries will be raised \$200 a year, for three years, beginning September, 1955. The compromise raises the teachers' maximum salaries from \$4,200 to \$4,800 by 1957.

★ Portsmouth, N. H. The school board has adopted a new salary schedule for 1954-55, setting up a new salary schedule for 1954-55, setting up a new minimum of \$2,800 for teachers with a bachelor's degree, and \$3,000 for those with a master's degree. The maximum salaries are \$4,300 and \$4,500.

★ Cohasset, Mass. The school board has ap-Consiser, Mass. The school board has approved a new salary schedule, effective September, 1955. It provides for a minimum beginning salary of \$2,950, and a maximum of \$4,600 for those with a bachelor's degree. The schedule also continues the \$200 differential for those holding a master's degree, setting the minimum salary at \$3,150, and the maximum at \$4,800.

★ Milford, Conn. The school board has approved a salary schedule providing new minimum and maximum salaries. A minimum of \$3,800 and a maximum of \$5,900 are provided for teachers with a master's degree; \$3,500 and \$5,600 for those with a bachelor's degree; \$3,500 and \$5,600 for those with three years' normal training; and \$3,500 and \$4,800 for those with two years' normal training.

Alice Barrows Passes

Alice Barrows, well-known specialist in school building problems, and for 23 years on the staff of the U. S. Office of Education, died in New York City on October 3, after several weeks' illness. She had been retired

While with the U. S. Office of Education, Miss Barrows prepared a series of surveys for a number of cities, including Memphis, Lexington, Gloucester, Athens, and Passaic.

COMING CONVENTIONS

Nov. 5-6. Pennsylvania State School Directors' Association. Penn-Harris Hotel, Harrisburg, Pa. Secretary, P. O. Van Ness, 222 Locust St., Harrisburg, Pa. Exhibits: Mr.

Nov. 16-20. American School Food Service Association. DeLido Hotel, Miami Beach, Fla. Secretary: Miss Mary M. Griffin, 31 Green St., Board of Education, Newark, N. J. Exhibits: Doris Bilger, State Education Dept.,

Tallahassee, Fla. 2000.

Nov. 17-10. Iowa Assn. of School Boards.

Hotel Fort Des Moines, Des Moines, Iowa.

Executive Director: Don A. Foster, 229 Jewett Building, Des Moines, Iowa. Exhibits: Mr. Foster. 1200.

Foster. 1200.

Nov. 18-19. Colorado Assm. of School Boards. Albany Hotel, Denver, Colo. Secretary: John H. Swenson, 326-C Norlin Library, Boulder, Colo. Exhibits: Mr. Swenson. 250.

Nov. 21-23. Illinois Assm. of School Boards. Hotel Sherman, Chicago, Ill. Secretary: Robert M. Cole, Ill. Association of School Boards, 223½ E. Washington St., Springfield, Ill. Exhibits: Mr. Cole. 1600.

Dec. 6-8. Montana School Boards Association of School Boards.

Dec. 6-8. Montana School Boards Asso-ciation. Baxter Hotel, Bozeman, Mont. Secretary: J. L. Gleason, Sr., Box 669, Livingston, Mont. No exhibits. 400.

Mont. No exhibits. 400.

Dec. 8. Indiana School Boards Association.

Hotel Antlers, Indianapolis, Ind. Secretary:

Marion A. McGhehey, School of Education,
Indiana Univ., Bloomington, Ind. 300–350.

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They are simple to install, dependable, economical. Write for Bulletin 329, prices and full information about this quality regulator. (c16)

THE POWERS REGULATOR COMPANY kie, III. . Offices in 60 Cities . See 1

Over 60 Years of Automatic Temperature and Humidity Control



TUBULAR STEEL SCHOOL FURNITURE

In Carefully Graded Sizes

Write today for illustrated catalogue: Heywood-Wakefield School Furniture Division Menominee, Michigan.



A Touch so light...it's a delight to teach on ... a new kind of electric typewriter

You and how you teach helped determine the design of the new Royal Electric.

It was engineered with you and your pupils in mind. Here are its five chief advantages:

Speed-flo Keyboard. The pupil discovers that the touch is smoother and more responsive than that found on any electric typewriter yet designed. It is faster yet completely under the typist's control.

Quiet Carriage Return Mechanism. Royal's new Quiet Return Mechanism is the quietest, smoothest, and fastest of any in the field. Carriage return technique is consequently simplified and speeded up.

Foolproof Repeat Keys. Underscore . . . make hyphens . . . space backwards or forwards automatically—just by holding



STANDARD • ELECTRIC • PORTABLE
Roytype Business Supplies

down the right key. The pupil can't make a mistake, because these repeat keys are independent of the regular keys.

Instant Space-Up Key. Wherever she is in the line, she just touches this bar and instantly gets as many spaces up on the sheet as needed without returning the carriage to the original margin. Increased production results.

Line Meter. This page-end indicator is simple to set and completely dependable. Takes almost no time to teach its use.

CLIP COUPON!

Royal Typewriter Co., Inc., School Department 2 Park Avenue, New York 16, N. Y.

Gentlemen: Please arrange for a demonstration of the new Royal Electric in my classes without obligation.

Name____

School_____

City____State____

PERSONAL NEWS

★ DR. ALEXANDER J. STODDARD, formerly superintendent of schools at Los Angeles, Calif., suffered a beart attack on October 10, at Lincoln, Neb. ★ L. L. Swindle, has accepted the superintendency at Mount Houston, Tex.

H. Waco. REDFERN is the new superintendent at co, Neb.

LOUIS B. DAUTHEMONT is the new superintendent

Melrose, Iowa.

† Homer V. Beard has accepted the superintendency

HABOLD R. BARNETT is the new superintendent at Friendswood, Tex.

* STERLING STEWARD is the new superintendent at

STREELING STREWARD is the new superintendent at Jackson, Neb.

† RICHARD L. GENTRY is the new superintendent at Marion, Ky.

† J. E. RINDT has assumed his duties as superintendent at Lidgerwood, N. Dak.

† E. L. THOMPSON is the new superintendent at Sheyenne, N. Dak.

† ROY HOTE has accorded the superintendent at

Sheyenne, N. Dak.

Roy Hopp has accepted the superintendency at

★ GERALD NELSON has accepted the superintendency at Ord, Neb.

at Ord, Neb.

★ George F. Hoppe has taken over the duties of superintendent at Glencoe, Minn.

★ J. A. Frapotto is the new superintendent at

★ J. A. Ferrotto is the new superintendent at Chugwater, Wyo.

★ RUBERN GROSSMAN has assumed his duties as superintendent at Glenhurn, N. Dak.

★ MAURICE C. DENISTON is the new superintendent

★ MAURICE C. DENISTON is the new superintendent at Mound City, Ill.

★E. L. JORDAHL has assumed his duties as superintendent at Grand Junction, Iowa.

★EDWIN N. HERWICK has accepted the superintendency at Kindred, N. Dak.

★ EDDIE B. POPE has assumed his duties as superintendent at Malta Bend, Mo.

★ ROBERT E. KELLY has been elected acting assistant superintendent in charge of high schools at Los

Angeles, Calif. He succeeds Claude L. Reeves, who Angeles, Calif. He succeeds Claude L. Reeves, who has become acting head of the school system.

*STANLEY B. RAABE is the new superintendent at Henry, S. Dak.

*H. J. THORESON has entered upon his duties as

r O. J. Arnason has entered upon his duties as perintendent at Arnegard, N. Dak.
r O. J. Arnason is the new superintendent at rder, N. Dak.

★ HENRY M. TALL has entered upon his duties as superintendent at Sheboygan Falls, Wis.
★ H. J. ELSIK is the new superintendent at Aldine, Tex.

★ W. N. CLARK, JR., is the new superintendent at

Fayette, Mo.

★ Gerald L. Rezer has assumed his duties as superintendent at Napier, Iowa.

★ J. F. Becken is the new superintendent at Lynn-

★ J. F. Becker is the new superintendent at Lynnville, Iowa, where he succeeds K. T. Hancer.

★ A. Ruserll has succeeded K. H. Pierce as superintendent at Sully, Iowa.

★ C. H. Beyon has assumed his duties as superintendent at Dormont, Pa.

★ CARL H. HENDERSHOT is the new superintendent of
schools of Darke County, Ohio.

★ FORERST WILLEY has accepted the superintendency
at Wayzata, Minn.

* ART KARABATSOS is the new superintendent at Endicott, Neb.

* Supr. Ole E. Haugejorde, of Lake Park, Minn.

has received the master of arts degree in education and business administration

***Bank Monroe has accepted the superintendency at Highland Park, Tex.

***L. W. Fristoe has assumed his duties as superintendent at Lancaster, Mo.

***R. J. Milnar, of David City, Neb., has accepted the superintendency at Greeley.

***H. A. Vall., of LeRoy, Iowa, has accepted the superintendency at Pacific Junction.

***Donald C. Nelson has assumed his duties as superintendent at Overton, Neb.

***Fov Evans has assumed his duties as superintendent at New Edinburg, Ark.

***D. F. Bornschlege is the new superintendent at Arlington, Neb.

***Jerry Nelson, of Greeley, Neb., has accepted.

at Arlington, Neb.

JERRY NELSON, of Greeley, Neb., has accepted the superintendency at Inman, Neb.

ТИОМАЗ DOHERTY is the new assistant superintendent of schools at Colorado Springs, Colo.

WILLIAM H. KNIGHT, of Canal Fulton, Ohio, has

taken the superintendency at Millersburg.

**DE. E. R. BERTTON, Midland, Mich., has been elected president of the Michigan Association of School Administrators, to succeed W. W. Gumser.

**WILLIAM FREEMAN, of Burlington, N. Dak., has accepted the superintendency at Milton.

**ARLO JONES has assumed his duties as superintendent at Parkston S. Dak.

endent at Parkston, S. Dak.

wille, Ark.

JOHN KLEINSASSER is the new superintendent at Lake Norden, S. Dak.

JAMES H. WILLIAMS of Richmond, Calif., has

★ JAMES H. WILLIAMS of Richmond, Calif., has been elected superintendent of the Glendale Unified School District. Glendale, Calif. ★ HABOLD FEARN is the new superintendent of the west side Dist. 129 at Autora, Ill. ★ LYALE E. STEARNS, of Big Lake, Minn. has taken the superintendency at Rockford, Minn. ★ EARL LOCK is the new superintendent at Latexto, Tex.

★ J. Joe Reed, of Springdale, Ark., has accepted the superintendency of the Lincoln consolidated schools,

★ ROBERT WATTS is the new superintendent at Hubbard, Iowa. Hubbard, Iowa.

**EVERETT R. LEFEURE is the new superintendent at Carl Junction, Mo.

★ EVERETY R. LEFEVEE is the new superinciples.

★ CLAUDE L. REEVES is the new acting superinciple and the Los Angeles, Calif. Dr. Reeves replaces Harry M. Howell who is on a leave of absence due

o illness.

**Russell Bethel is the new superintendent at

★ RUSSELL BETHEL is the new superintendent at Beach City, Ohio.

★ Francts L. Morris has accepted the superintendency at Hartman, Ark.

★ W. HERMAN JOHNSON has assumed his duties as superintendent at Custer, Mich.

★ JOHN BARRON is the new superintendent at San Beacht. Texts

★ JOHN BARRON is the new superintendent at San Benito, Tex.

★ LESLIE MALMGREN has assumed his duties as superintendent at Coolidge, Kans.

★ RANKIN ROBERTSON is the new superintendent at Hallettsville, Tex.

★ WILLIAM BOLT has assumed his duties as superintendent at Perry, Iowa.

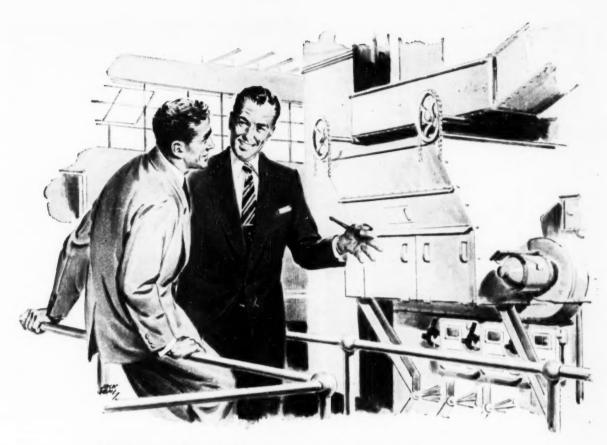
★ JAMES C. PERRY, of Holly Grove, Ark., has accepted the superintendency at Wilson.

★ WADE C. FOWLER is superintendent of schools at Wichita, Kans.

Wichita, Kans.







'Here's where we can't go wrong," I told John

John is my partner in a small manufacturing enterprise we started six years ago. Recently we decided to build a new plant that would give us added space and the most modern facilities. There were a lot of hard decisions to make because we just haven't enough money to afford mistakes, even little ones.

Then came the question of what fuel to use. The answer to this one was so easy, it was almost

a relief. Coal-for these reasons:

The cost of quality coal to meet our most exacting requirements should be substantially less than that of any other fuel.

With modern stoker and coal and ash handling equipment, our steam costs should be reduced to a minimum.

Not only can we store as much reserve coal as we require in our own yard safely and inexpensively, but there's no worry about curtailment in delivery and diminishing supply, as could be the case with other fuels.

We figured, too, that if companies many times our size are burning coal - and for the same reasons - we can't go wrong.

Bring your fuel problems

As the world's largest carrier of bituminous coal, the C&O is intimately use. We have a large staff of coal who will gladly help you to locate help you use it most efficiently; to help get it to you promptly.

Write to: Coal Traffic Department Chesapeake and Ohio Railway 2104 Terminal Tower Cleveland 1, Ohlo



Chesapeake and Ohio Railway

World's Largest Carrier of Bituminous Coal



TENURE RIGHTS

(Concluded from page 8)

Third. The continued acceptance - by those local school boards concerned, and by the State Commissioner of Education - of existing statutory provisions requiring the annual election of superintendents by school committees (in towns which "unite" to employ a superintendent) would be indicative of the "apparent effectiveness" of thus excluding a superinendent from tenure.

Fourth. The character of the services a superintendent renders, and the nature of his relations with the school board, is such that a clear declaration of legislative intent would be required to bring him within the "continuous employment" effected by the Rhode Island teacher tenure act.

In terms of school board operations in general - as differentiated from the single issue under discussion in this case - the following principles would seem applicable:

First. The intent of a legislative enactment will be determined by an examination of the entire act, not from the specific wording in a single section thereof.

Second. The courts will not ordinarily broaden the language of a statute by judicial interpretation unless such interpretation is necessary to carry into effect the clear intent

Finally, the decision in this case, resting as it did on the narrow, specific issue of tenure, would not preclude the initiation of subsequent litigation concerning the legality of the dismissal action itself.

CIVIL DEFENSE

(Concluded from page 41)

Germany, and Japan during World War II. Further, every plan for precautionary evacuation the writer has seen to date gives school children high priority as evacuees in case of a war emergency. Indications are that school systems can expect to become highly involved in this area of civil protection that is new to American thinking.

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THE AMERICAN CRAYON COMPANY SANDUSKY OHIO NEW YORK

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RURAL EDUCATION

(Concluded from page 48)

and 17-year-old farm youth were in school as compared to 75.6 per cent of urban youth of the same ages. By 1953 the comparable figures were 68.4 per cent and 76.5 per cent respectively, an improvement of about 20 per cent in the educational status of farm youth.

Persistent Problems. On the other hand Federal Government officials who maintain that the average farm person has about two years less schooling than his city neighbor, state that the greatest proportion of youth leave school at an early age in rural areas. That high school education has not yet become universal among rural youth is illus-trated by the fact that only 80 per cent of these young people between the ages of 14 and 17 are in school as compared to 87.6 per cent for urban youth and 87 per cent for village youth.

The number of rural functional illiterates (persons with less than a fourth grade education) is estimated to be more than twice as large as the number of college graduates in

Francis S. Chase, Department of Education, University of Chicago, reported that the states with the highest proportion of rural population are the states with the lowest proportion of the total school enrollment in high school. explaining, "this means by and large the Southern states because in the Northeast two fifths of the population is rural, in the North Central states a little more than a third, in the West about three tenths, but in the South a little over one half.'

Rural America has about one per cent of the kindergarten enrollment. At the other end of the scale Mr. Chase stated three and a half million persons were enrolled in adult education in urban areas as compared to approximately one million, or a little over, in rural areas

PERSONAL NEWS

★ ERVIN R. LOKKER, business agent for the Sheboygan, Wis., public schools for the past 35 years, has resigned as of November 8, 1954. During his long period of service, Mr. Lokker saw the school system grow from 171 to 312 teachers and from 4621 to 7246 pupils. Mr. Lokker was commended for his long service during which he served effectively, efficiently, and well.
★ The school board of West Lafayette, Ind., has reorganized with J. HENRY LAW as president; JOHN H. MORIARTY as treasurer; and S. E. Keller as secretary.

secretary.

† The school board at Oakland City, Ind., has reorganized with Leland Morrison as president; Orville Richardson as secretary; and Ira M. WILDER as treasurer.



CYCLONE FENCE...

the modern way to enclose school property!

◆ The neat, simple design of Cyclone Fence is right in keeping with the most modern, up-to-date school. And there's nothing old-fashioned or behind-the-times about the benefits it brings either. Cyclone Fence around your school grounds creates a safe playground for small children—simplifies control of entrance and exit traffic at school contests—discourages loitering and trespassing on lawns—reduces the time and money needed for school ground maintenance. A Cyclone Fence installation, equipped with strong, non-sagging gates, is a guardian your school can't afford to omit.

You can buy cheaper fence than Cyclone, but it will cost you more per year. Cyclone gives you full value for your dollar. Nothing but brand-new, top-quality material is used throughout. Posts and top rails are heavy and rigid. Gates won't drag. The chain link fabric is woven from heavy steel wire and galvanized after weaving for greatest resistance to rust and corrosion. And Cyclone is erected by full-time, Cyclone-trained experts. Our engineers, located in principal cities, will gladly supply you with data, and advice on your particular school fencing job.

NO JOB IS TOO LARGE— NO JOB IS TOO SMALL FOR CYCLONE*

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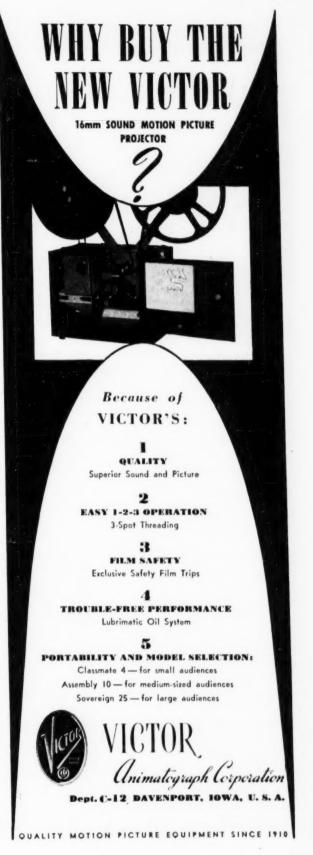
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USS CYCLONE FENCE

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News of Products for the Schools

FOLDING CHORAL RISER

A new portable folding choral riser that folds from a 12-foot to a 1-foot width has been announced by Haldeman-Homme Mfg. Co., St. Paul, Minn. The unit, called the Erick-



Erickson Portable

son Portable Fold-A-Way Standing Choral Riser, accommodates 40 singers or speakers using three levels and the floor.

One simple operation automatically folds or unfolds the patented understructure, thereby enabling one man to handle the unit easily. There are no individual platforms, clamps, or legs to hook up. Because of the compact size when folded and rubber casters attached, the unit may be wheeled away for storage quickly. The riser is constructed of 9-ply 1½-inch plywood with 1½-inch square-formed steel tubing providing a sturdy understructure.

wood with 178-inch square-formed steef tubing providing a sturdy understructure. For further information write: Haldeman-Homme Mfg. Co., Section S.B.J., 2580 University Ave., St. Paul 14, Minn.

(For Convenience Circle Index Code 0127)

GYM PLANNING

Hillyard Chemical Company, St. Joseph, Mo., has designed a folder on planning and lining gymnasium floors for varied sports activities, entitled "How to Plan Your Gym for Favorite Sports." In addition to scaled-to-size diagrams, attached tracing sheets show how to determine where game lines should be located on any size gymnasium floor. A tissue is placed over court diagram desired and positions are thereon traced in standard colors, using colored pencil.

Diagrams are scaled one sixteenth of an inch to one foot for basketball, badminton, volleyball, indoor baseball, and shuffleboard, as well as 11 other indoor and outdoor sports. Using squares as a working guide, the plotting of block letters or center insignia is described. Correct lining colors and regulation game lines are clearly shown.

For a copy of the folder write: Hillyard Chemical Co., Section S.B.J., St. Joseph, Mo.

(For Convenience Circle Index Code 0128)

ALL-CLIMATE FOUNTAIN

A new freeze-proof valve with push-button operation, for use with the Crane Erie and Crane Ontario drinking fountains, has been introduced to the school market by the Crane Co., Chicago. Designed to meet all health codes, the fountain is simple to assemble and is adaptable to most types of installations. Such a unit has long been sought in climates where freezing occurs.

The unit's important features are: the freeze-

proof valve, exclusive with Crane Co., allowing year-round use in a cold climate; maintenance-free service after the fountain is installed; and the push-button feature eliminating turning of faucet or levers. The freeze-proof feature is achieved by draining all water from exposed pipes back into the heated portion of the building.

For further information write: Crane Company, Section S.B.J., 836 So. Michigan Ave., Chicago, Ill.

(For Convenience Circle Index Code 0129)

NEW ANTISEPTIC SOAP

Degerm, a new antiseptic liquid hand soap, has been developed by Huntington Laboratories. Inc., Huntington, Ind. The new product was added to the firm's line of medicated soap products because of its low cost and high bacteria-killing efficiency. Degerm contains "Actamer," a bacteriostat recently perfected by the Monsanto Chemical Company.

It is claimed that the regular daily use of Degerm liquid soap with "Actamer" will destroy up to 97 per cent of all bacteria on the skin. In addition, the "Actamer" ingredient forms a protective film that keeps bacteria at a low level as long as regular use is continued. Tests by both companies indicate that Degerm is mild and will not irritate normal skin even with constant use. The new soap contains olive oil, generous portions of softening emollient, and has a pleasing fragrance.

tening emollient, and has a pleasing fragrance. For further information write: Huntington Laboratories, Inc., Section S.B.J., Huntington, Ind.

(For Convenience Circle Index Code 0130)

SPECIAL DESKS

A special typing desk, shown in the illustration, with drop leaf and Canadian solid birch top has been produced on order by the Special Service Division of Desks of America, Inc., Bridgeport, Conn. This division of the company avails the purchaser of products for schools designed and manufactured to meet their specifications.



Made-to-Order

This unit is being used in a new high school in New York State. The typing well will accommodate both manual and electric machines.

For further information write: Desks of America, Inc., Section S.B.J., P. O. Box 6185, Bridgeport 6, Conn.

(For Convenience Circle Index Code 0131)

NEW CALIFONE LINE

The new 1955 line of Califone portable phonographs, transcription players, and sound systems has been announced by the Califone Corporation, Hollywood, Calif. A new emphasis on highest fidelity is apparent in all models of the new line.

In addition to new styling, the line presents such features as 4-speed nylon-driven turntables combined with patented variable speed



Sound Systems

motors; built-in stroboscope for accurate timing; separate treble and bass controls, and others. Wider range amplifiers and improved loud-speakers, as well as other improvements, have been accomplished with no increase in the light weight of the models.

the light weight of the models.

For further information write: Califone Corporation, Section S.B.J., 1041 No. Sycamore Ave., Hollywood 38, Calif.

(For Convenience Circle Index Code 0132)

CATALOGS AND BOOKLETS

Wayne Iron Works, Wayne, Pa., offers a new catalog on their Type "H" steel, portable outdoor grandstands. It describes in detail the economies and flexibility of sectional and continuous designs in both elevated and nonelevated grandstands, and includes specifications and planning aids for a variety of installations. For a copy write: Wayne Iron Works, Section S.B.J., Wayne, Pa.

(For Convenience Circle Index Code 0133)

Tips on planning and producing mimeographed school newspapers are provided in three pamphlets offered by A. B. Dick Company, Chicago. The titles are: "How to Plan and Publish a Mimeographed School Newspaper," "Handbook for the Mimeographed High School Newspaper," and "How to Report an Interview or Press Conference." Available, free, from: A. B. Dick Company, Section S.B.J., 5700 W. Touhy Ave., Chicago, Ill.

(For Convenience Circle Index Code 0134)

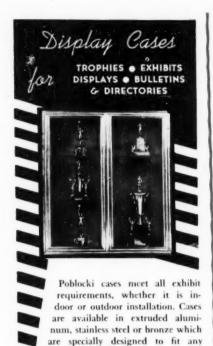
Bulletin 100-C lists all current Honeywell Industrial Division literature, recently issued by Minneapolis-Honeywell Regulator Company, Philadelphia. Numbers and titles of all catalogs, bulletins, specification sheets, and instrumentation data sheets are included. Obtainable from: Minneapolis-Honeywell Regulator Co., Section S.B.J., Wayne & Windrim Aves., Philadelphia 44, Pa.

(For Convenience Circle Index Code 0135)

"The Burroughs Story in the Burbank Unified School District," is the title of a folder describing the development of machine accounting procedures by the Burroughs Corporation for the Burbank, Calif., school system. Available from: Burroughs Corporation, Section S.B.J., 1649 Wilshire Blvd., Los Angeles, Calif.

(For Convenience Circle Index Code 0136)

(Continued on page 71)



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CATALOGS AND BOOKLETS . . .

Continued from page 70

A circular describing in technical form the complete "Accounting System of Compton City School District, Compton, California," prepared by the National Cash Register Co., Dayton, Ohio., will be of interest to administrators. For a copy write: The National Cash Register Co., Section S.B.J., Dayton 9, Ohio.

(For Convenience Circle Index Code 0137)

A new 8-page catalog, "Skytrol Glass Blocks for Toplighting Your Buildings," has been issued by Pittsburgh Corning Corporation, Pittsburgh, Information on physical performance, technical data on light transmission, insulation values, and drawings and specifications are fully covered. For a copy write: Pittsburgh Corning Corp., Section S.B.J., 1 Gateway Center, Pittsburgh 22, Pa.

(For Convenience Circle Index Code 0138)

A comprehensive, new cotolog on seven styles of hollow metal doors, both swing and slide, has been prepared by Detroit Steel Products Co., Detroit. The 20-page catalog is titled "Fenestra Hollow Metal Doors, Swing and Slide," and is available from: Detroit Steel Products Co., Section S.B.J., 3293 Griffin St., Detroit 11, Mich.

(For Convenience Circle Index Code 0139)

ADVERTISERS' PRODUCTS AND SERVICES

Advertisers in this index are given a code number in addition to the page number on which the advertisements appears. Refer to the advertisement for product or services available. Use the information card in requesting information from a number of advertisers.

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121	American Optical Co	8	1210	Griggs Equipment Company School Seating	57
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AMERICAN SCHOOL BOARD JOURNAL

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1226	Heating & Ventilating Equipment Peabody Company, The	49	1236	Victor Animatograph Corp	69	0135	Minneapolis-Honeywell Regulator Co	70
1227	School Furniture Pittsburgh Corning		1237	Wakefield Brass Co., F. W	13	0136	Burroughs Corporation	70
1228	Corp Ins. bet. 50 Glass Blocks Poblocki and Sons Co.		1238	Wyandotte Chemicals Corp.	63	0137	The National Cash Register Co	71
1220	Display Cases			Cleaning Specialties	- 00	0138	Circular Pittsburgh Corning Corp	71

For Your Product Information Request

The advertisements in this issue have been given a code number for your convenience in requesting information on products, services, booklets, and catalogs affered. Encircle the code number of the advertisement in which you are interested, clip and mail the "postage paid" card. Your request will receive prompt attention. BRUCE -- MILWAUKEE.

THE AMERICAN SCHOOL BOARD JOURNAL December, 1954 400 North Broadway, Milwaukee 1, Wis. Please send information offered in the advertisements we have encircled. ADVERTISING INDEX 120 124 127 1211 1215 1218 1227 1221 1224 1230 1233 1236 125 1212 1216 1219 1225 1228 1231 1234 121 128 1222 1237 122 126 129 1213 1217 1220 1223 1226 1229 1232 1235 1238 123 126a 1210 1214 NEWS OF PRODUCTS FOR THE SCHOOLS 0127 0128 0129 0130 0131 0132 0133 0134 0135 0136 0137 0138 Also information on Name Please Print School Title City Zone State

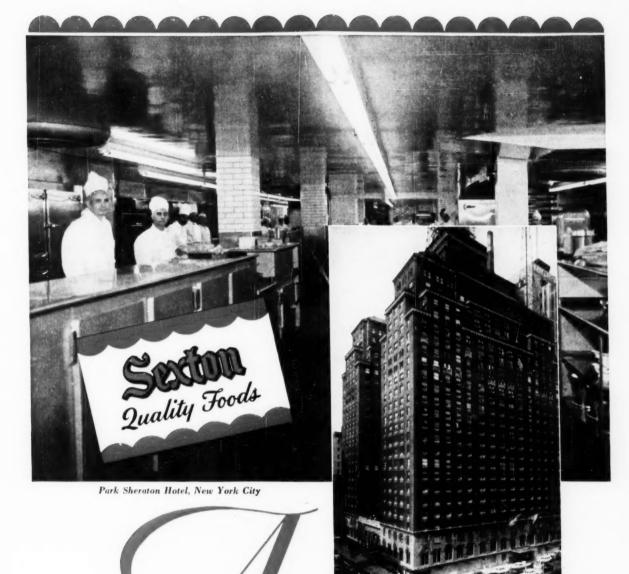
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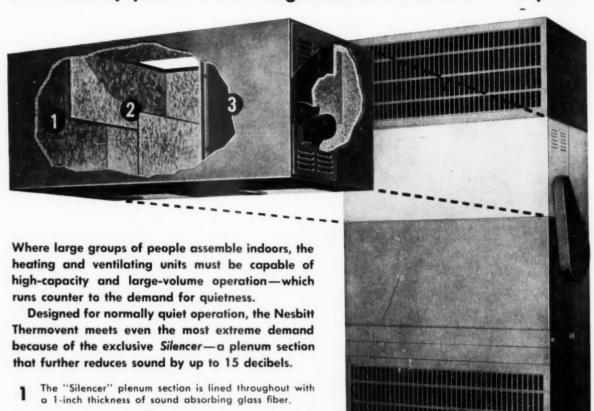


sparkling unit

Unseen to the thousands who patronize this great hotel is a service of sanitation and cleanliness that is basic to guest pleasure. Sexton cleansers and detergents—under the aegis of Sanitary Sam—assist in every move in this constant campaign, assuring sparkling silver and china for the kitchen, thorough and economical laundering, efficient but unobtrusive scrubbing, mopping and deodorizing. There is a Sexton sanitation product for every maintenance need. Ask for information about the complete Sexton line.

It hushes in a new era of quiet comfort

for assembly places where large-volume ventilation is required



- A series of three baffles within the chamber effectively reduces the intensity of low- and high-frequency sounds.
- 3 The Thermovent motor is mounted on a resilient base inside a separate insulated compartment within the unit.

For achieving and maintaining the desired thermal environment in auditoriums, assembly halls, gymnasiums, cafeterias and similar large spaces, Nesbitt provides the competent, quiet Series T Thermovent.

Thermovent has the quick heating capacity and the adequate ventilating ability demanded by large enclosures. It preserves uniform comfort without drafts even under full occupancy by delivering large volumes of moderate temperature air at low velocity. It introduces a predetermined percentage of outdoor air with low-limit control of the air-stream temperature.

With steam, modulating valves and distributing-tube coils are used. Hot water elements are also offered.

Thermovents are available for vertical, horizontal, or inverted mounting; in nine models of LP units (low pressure, for generally adjacent location) with capacities ranging from 10,000 cfm to 1250 cfm; and seven models of HP units (high pressure, for remote location) with capacities from 15,000 cfm to 3500 cfm.

Quiet operation is a Thermovent superlative achieved by experienced design; type of motor, mounting, and placement; type and number of fans with lower speed and discharge velocities; scientific acoustical treatment. Add to these the exclusive Nesbitt Silencer, a feature not offered in any other large volume unit ventilator.

Write for more complete details.

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Nesbitt Syncretizer • Wind-o-line Radiation • The Nesbitt Package • Sill-line Radiation • Sill-line with Cabinets • Deluxe Cabinet Heater